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This book reports a 2-year program of recruiting, selecting, training, and developing job opportunities for 168 youth, primarily Negro, from the inner-city ghetto areas of Washington, D.C. Part 1 overviews the project which was designed to provide jobs and income to the young, multiproblem, unemployed poor, and to fill unmet needs for staff and services in the "helping professions" of health, education, welfare, and recreation. Included are (1) a discussion of the New Careers concept, its genesis and development, and the scope of the specific training programs on which this report is based (11 programs for 11 different institutional systems); (2) an analysis of the process and problems of job development, with a definition of this process, and analysis of the outcomes in this program; (3) a discussion of strategies for recruiting and selecting the trainee population; (4) a description of the training model and its individual components--the core group, on-the-job training, specialty instruction, and remediation; (5) a systematic assessment of the occupational, educational, and social functioning of the enrollees during their employment after training. Part 2 contains four detailed reports on individual training programs, "case studies" on the training of Teacher Aides, Counselors in Residential Programs for Children and Youth, Community Mental Health Aides, and Counselor Interns. (JS)

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New Careers for the Disadvantaged in Human Service:

Report of a Social Experiment

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preface

This report describes an experimental New Careers program conducted by the Howard University Institute for Youth Studies (IYS) during the period from 1965 to 1967. In this activity, Institute staff members, following their early pilot project in training a small group of multiproblem youth for New Careers in human services, undertook to demonstrate the effectiveness and significance of this approach on a broader community level involving relatively large numbers of trainees and agencies. The trainees were recruited from the urban ghetto area of Washington, D.C. They were unemployed, out of school, and/or otherwise "hard core" or multiproblem individuals from a population which has, in other programs, presented major problems in motivation, training, job development, and continuity and stability of employment.

The original premises of the New Careers approach developed by the Howard University staff members who guided the development of this program were:

1. That meaningful subprofessional jobs in the various human services could be developed for and filled by persons with backgrounds of social, economic, educational, and psychological disadvantage who could be trained for these positions, and that these positions could be made a permanent part of the organization of such services.
2. That multiproblem youth and adults, who were unemployed and out of school could be effectively motivated and trained to acquire the skills and perform the tasks implicit in these roles and jobs in human services at a high level of competence and dependability.
3. That such training and employment would have a significant positive effect on the personal and social behavior and development of the individuals involved.
4. That this program would have a holding power greater than other kinds of training intervention and employment programs to which such people are exposed.
5. That this approach would provide opportunity and motivation for additional education and training, the development of other important social coping skills, and job advancement as opportunities and support for career ladders were developed in the various agencies and fields.
6. That roles and functions could be defined so that these subprofessional trainees would be accepted in a positive and constructive work relationship with the professional and supervisory staff of the service agencies in which they were employed.
7. That subprofessionals who completed training could, in turn, be effectively trained to instruct and supervise other beginning New Careerists.
8. That the introduction of these subprofessionals into new kinds of service roles and positions serving the community from which they came would, in fact, have a positive impact on the improvement of both the quality and the quantity of such badly needed human services in deprived areas.
9. That a program intended to achieve such changes in the behavior of both individuals and institutions must combine and integrate elements of education, training, counseling, job development, employment, supervision, motivation, and graded tangible and realistic reward, including realistic advancement possibilities.
10. That this approach also represented a vehicle for individual rehabilitation and development more realistic and therefore more effective than other traditional social and psychological modes.

The design of this experimental project was focused on these hypotheses and did not include emphasis on further career development at second, third, fourth or higher levels of job advancement. Nonetheless, further career development was part of the basic conception and occurred in some cases because of the obvious need and interest in this aspect of New Careers as well as because of the pressures to develop such opportunities as a by-product of the experimental design.

Another set of hypotheses was implicit in the unique training design described in this report. It was postulated that the unique combination of training techniques plus the job, career, and human service aspects would provide a more effective approach to the problems and needs of the disadvantaged than other more traditional training models. These key elements of training included:

1. On-the-job training in graded increases from the start.
2. Compensation from the beginning of the program.
3. Heavy emphasis on the use of small groups for all aspects of training.
4. Remedial work made immediately relevant to on-the-job needs by using tasks required by the job as the medium of instruction.

5. The development of the "core group" technique which included a combination of small group counseling, training, education, and peer group discussion focusing on real life problems and job issues, with emphasis on feedback from job experience.
6. Structuring the material learned and required for tasks in the human services occupations to make it also directly relevant to the kind of coping skills needed by the trainee in his personal and social life. (From this concept derived the concept of generic training in human services, e.g., an understanding of human growth and development and the nature of social forces in the community represents knowledge just as necessary to performing tasks in social service, health and mental health as it is to the successful individual and social life of the trainee.)

This report has three major parts: 1) A narrative of what actually happened, including the design, the activities and the major issues encountered; 2) An evaluation and follow-up of the trainees beyond the end of training and during their period of employment, and 3) Descriptions in detail of the training programs undertaken in several different human services – education, social service, mental health and counseling.

Human services are defined as those fields of activity providing necessary person-to-person services (or "helping" services) in the community in which person-to-person skills are necessary for meeting consumer needs. This includes areas such as health, recreation, education, mental health, social service, law enforcement, and child care. Underlying the New Careers hypothesis is the recognition that there is a major opportunity for unique employment in new kinds of jobs, and that the disadvantaged can be readily trained for these positions with multiple advantages. However, just as important is the hypothesis that work in the human services provides an important motivation to the disadvantaged since it enables them to help others in the community and themselves at the same time. The New Careers trainee also assumes an increasingly important participating and controlling role in the organization and delivery of community services meeting the needs of his own community – both in catalyzing and structuring social changes and being provided with a vehicle for personal development and rehabilitation at the same time that he is serving others.

Although the examination of these latter hypotheses was not included as a major issue in this particular experiment, it remains an important underlying premise and is addressed in other studies and reports.

This study took place over a period of two years. When it began there was relatively little New Careers activity in the country except for a few scattered projects. This was a beginning effort which, in Washington, D.C. and elsewhere, presented the New Careers hypotheses and model for the first time to most agencies and professionals, both federal and local, who had contact with us, participated in training, employment and supervision, or heard or read about the activity. It was also a first attempt to design a program in which various elements of New Careers were structured and analyzed and parameters of outcome evaluated in follow-up study. It is by no means intended as a definitive work. The report is presented as an approach to defining and describing basic issues and experiences and to point the way to further work that needs to be done in elaborating, refining and evaluating the New Careers approach and its elements.

It must also be mentioned that the staff, almost without exception, became convinced of the value and significance of this method of social intervention and rehabilitation, of its unique effectiveness in meeting outlined goals with this particular population, and of the need for widespread demonstration and dissemination of the concepts. Thus, the enthusiasm and dedication of staff must be included as an important factor in evaluating results.

A number of significant "spin-off" effects of this program took place. Through both the generated enthusiasm and growing awareness of the potential significance of this program, the staff became involved with a variety of federal and local agencies, professional groups, and legislators in discussions, program development, and legislative formulations. This led to the rapid proliferation of interest at federal and local levels in the development of additional New Careers programs, applications in different fields, community interest, and the use of this approach in various antipoverty, training, employment, health, education and welfare programs.

In particular, a close association with Congressman James Scheuer (D – New York) who had a parallel interest in creating new careers resulted in his introduction in 1966 of the first federal legislation (Sec. 205E of the Economic Opportunity Act of 1964) which provided for a nationwide New Careers demonstration program through the Office of Economic Opportunity, operated by the Department of Labor. This creative and farsighted work by Congressman Scheuer has resulted in the current national demonstration program in New Careers with projects in more than one hundred different communities under the auspices of the Manpower Administration of the Department of Labor, which, it should be noted, originally funded this experimental project. Thus, in a very direct way, this initial experimental effort has, together with other converging influences, led to the current national demonstration and increasingly widespread development and application on both a federal, state, and local level.

Through the rapid ripple effect of this concept, the activities of staff, and the publication of many preliminary reports, books, articles, and other materials derived from these experiences at Howard and elsewhere, there has been a significant impact on thinking and planning with respect to manpower development and social intervention in the human services. This has only begun, but there is every evidence it may have far-reaching social impact beyond the original goal of one project.

In addition, through the activities described in this report, important changes have been brought about in the thinking, policies, and attitudes of human services staffs in Washington, D.C. In three years, the use of subprofessionals in New Careers, although it has not yet been completely demonstrated in all its aspects, has been accepted as an important and valid approach in the development of human resources and human services.

The program during its lifetime has provided a significant trained professional manpower resource for New Careers and related activities in various parts of the country. Many of the staff currently hold key positions and are professional leaders in programs of social change, New Careers, and the human services.

We would like to express our appreciation to Howard University and to President Nabrit for support and sponsorship of this project.

A program involving this size, complexity, and degree of innovation, cannot help but include some amount of stress and strain for the systems with and within which it attempts to operate. Administrative, financial, personnel, structural, psychological and related problems are endemic in programs of social change. We did not escape these nor did many of the people and agencies on whom we depended for support and resources. It is a credit to all participants that problems were endured, that the project was brought to completion, and that the completion is only the beginning of greater effort.

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Part I:

project overview

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Part I

Project Overview: Concept, Scope and Implementation

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introduction

This is a report on the experience of the Institute for Youth Studies, Howard University, in recruiting, selecting, training, and developing job opportunities for youth, primarily Negro, from the inner-city ghetto areas of Washington, D.C. Training for New Careers is based on the idea that disadvantaged youth can be trained for and employed in a number of meaningful jobs, thus accomplishing a twofold purpose: 1) providing jobs and income to the young, multiproblem, unemployed poor, and 2) filling unmet needs for staff and services in the "helping professions" – health, education, welfare, and recreation.

The creation of jobs and "career ladders" in the human services for previously unemployable youth is seen as a way of both enhancing the quality of such services and providing for these youth equal access to benefits and opportunities which have been largely denied them.

The New Careers training project was designed to provide training for youth, aged 16 to 21, referred to as "aides," and young adults aged 21 to 35, referred to as "interns." The aide training programs were three months in length, while the counseling intern training programs were six to nine months in length. When the project was completed, a total of 168 youth and young adults had enrolled in the program, and 136 had completed training. These trainees were enrolled and trained in eleven individual training programs, which provided training for eleven different institutional systems. These systems included traditional agencies, such as the welfare department and the school system, as well as newly created agencies funded by the local antipoverty program of the United Planning Organization (UPO).

The report is organized in two parts.

Part I is an overview of the project, with emphasis on the training and job development models that were used in the program, and includes a post-training assessment of trainee functioning. It includes:

1. A discussion of the New Careers concept, its genesis and development, and the scope of the specific training programs on which this report is based.
2. An analysis of the process and problems of job development, beginning with a definition of this process, and an analysis of the outcomes in this program.
3. A discussion of strategies for recruiting and selecting the trainee population.
4. A description of the training model and the individual training components – the core group, on-the-job training, specialty instruction, and remediation.
5. A systematic assessment of the occupational, educational and social functioning of the enrollees during their employment after completion of training.

Part I is concluded with a summary and discussion in perspective of the experience.

Part II contains a representative selection of detailed reports on individual training programs conducted by the Institute for Youth Studies during the course of the New Careers project. Four reports are included: 1) *Training of Teacher Aides;* 2) *Training of Counselors in Residential Programs for Children and Youth;* 3) *Training of Community Mental Health Aides,* and 4) *Training of Counselor Interns.* The final inclusion is a bibliography of IYS publications (1964-1967) related to New Careers.

The New Careers concept is a potential and promising approach for responding to the problems of alienation, identity, and resocialization of the socially and economically disadvantaged and to critical manpower shortages in the human service fields. In spite of the potential of the approach, there are major problems that must be dealt with if New Careers is to survive as a viable strategy and policy for effecting social change over the long haul. This report is addressed both to the promise and to the problems in New Careers at this early stage of development.

Chapter I

Origins and Development

The New Careers training program conducted by the Institute for Youth Studies (IYS)[1] was based on the concept of creating job opportunities in the human service field for unemployed and underemployed youth through the development of entry-level positions and "career ladders" which would provide opportunities for advancement to higher career levels.

The New Careers concept was developed in an attempt to resolve a number of critical community problems, including:

- The high rates of unemployment among youth in the Negro ghetto who were unskilled, unmotivated and otherwise unprepared to function adequately in a job;
- The alienation, frustration, disordered behavior, and delinquency among this population;
- Severe shortages of personnel in the human services, and
- The increasing need for qualified personnel in the public employment sector.

Training for work in human services was seen as a method of providing a source of needed personnel for understaffed community agencies, while capitalizing on the expected expansion of job opportunities in the field. More important, however, human service work was considered to be intrinsically therapeutic for this population since it would provide an opportunity for meaningful work through helping others. Program planners also felt that work in the human services might effectively sensitize those in training to the problems of their community and involve them in resolution of the problems in a potent way.

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[1] Formerly called the Center for Youth and Community Studies.

origin of concept

The concept of New Careers has multiple origins reflecting the diverse backgrounds, interests and experiences of its originators and the social factors with which they were concerned.

Prior to the crystallization of the concept and the development of the IYS program, some of the Institute staff were involved in research on the relationship between social action and mental health, particularly with respect to civil rights involvement and its implications for the problems of poverty and the Negro personality. Out of that research evolved a desire to relate social action—that is, work on behalf of positive

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social goals—to a program of preventive therapy aimed at meeting the needs of minority and disadvantaged groups, and to utilize social action to deflect the activities of delinquents from antisocial to prosocial concern and behavior. Implicit in this approach was a formulation of psychodynamic theory in which prosocial activity on behalf of social causes was viewed as both preventive and therapeutic, i.e., "helping oneself through helping others."

This trend of thought was further refined by staff members who had been deeply involved in youth movements, and were interested in such aspects of youth movement participation as commitment, dedication and identity, which appeared to represent an all-embracing life involvement for participants. Particularly interesting was the effect of participation in a youth movement on the personal and social development of its members, and the therapeutic effects resulting from their involvement.

Another influence that helped shape the New Careers concept was the belief that counseling and training could be conducted simultaneously among groups of trainees. The adolescent peer group was seen as a milieu in which training, rehabilitation and support might be provided. From this concept, the idea or model of the small group—the core group—as an instrument of training evolved. To this was added the concern for developing a training program that was task-oriented in nature and related to realistic employment possibilities. This concept included the utilization of the poor in work with other poor.

perspective

In October 1963, the Center for Youth and Community Studies, Howard University, sponsored a Conference on Youth and Social Action[2] which was attended by psychologists, psychiatrists, and youth leaders. A group of leaders of the Non-Violent Action Group, which later evolved into the Student Non-Violent Coordinating Committee (SNCC), also participated in the conference. Discussion centered on the freedom movement and youth involvement in social action. Much previous thinking about the application of social action to the problems of delinquency was crystallized at the conference, and a program designed to train and use delinquent youth in human service occupations began to take shape.

A proposal calling for an experimental training program for delinquent youth was submitted by IYS to the National Institute of Mental Health for funding. In it, a three-month grant of $6,000 was requested for training a group of ten youth although there was at that time no clear-cut plan for the trainees' post-training employment. Nevertheless, the proposal was funded and work on the training program was begun.

The program was conducted at Baker's Dozen Youth Center,[3] and trainees were recruited from that area. Six senior trainers and two on-the-job supervisors were selected to work with the group of 10 youth who would be trained as research aides, recreation aides, and child care aides.

To meet the requirements of the grant and to provide an adequate training experience, the three-month period was considered on an experimental basis. At the completion of the initial program, an extension was sought to provide time to place the trainees on jobs.

While this first exploratory training program was being launched, a proposal was developed to establish and fund a center for New Careers training. Negotiations with Washington Action for Youth (WAY)—the predecessor of the United Poverty Organization (UPO)—resulted in the inclusion of training programs for human service aides in a proposal submitted by WAY to the President's Committee on Juvenile Delinquency and Youth Crime, Department of Health, Education and Welfare. The proposal called for training 200 human service aides for a variety of human service positions. But although this proposal was approved by the President's Committee, it was never funded.

During the following year, however, the Center for Youth and Community Studies was funded by the President's Committee to establish a community training center and continue its training. After the establishment at the Center of a training program, a proposal was then submitted to the Office of Manpower, Automation, and Training, Department of Labor, and the Office of Education to launch a major demonstration project for the training of human service aides and interns. The funding of this proposal was delayed for nine months before it was finally approved in January, 1965.

In the meantime, Washington Action for Youth was succeeded by the United Planning Organization, and negotiations by IYS for the training and placement of 200 aides were reopened with UPO. Because UPO was newly formed and in the midst of establishing its adminstrative procedures and defining programs, it was very difficult to get a definite commitment from that organization for job placement at the end of training. After considerable delay, the director of UPO wrote a letter committing his organization to providing positions for 200 aides to be trained at the Center. Even though specific positions had not been established, that letter supported the Center's request for funds from the Office of Manpower, Automation, and Training, and from the Office of Education. This was a necessary part of the funding procedure.

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[2] J. R. Fishman and F. Solomon. "Youth and Social Action." *Journal of Social Issues,* Vol. XX (Oct. 1964). See particularly the Introduction and the paper by E. Erikson.

[3] For a detailed account of that program, see J. Fishman, W. Klein, B. MacLennan, A. Pearl, L. Mitchell, and W. Walker. *Training for New Careers.* Washington, D. C.: President's Committee on Juvenile Delinquency and Youth Crime, 1965. U. S. Govt. Printing Office, Washington, D. C., 20402.

With the funding of this New Careers project, the Center for Youth and Community Studies undertook the task of testing the feasibility of the concept and making it operational. Although this training program was a major activity of the Center, it was by no means the sole aspect of the New Careers program. Additional funding provided by the President's Committee on Juvenile Delinquency and Youth Crime allowed for the development of training curricula, training of agency professionals, and training evaluation. In hope of gaining further acceptance of the New Careers concept, a sensitivity training seminar for agency executives in the human service sector of the city was undertaken. The New Careers philosophy—particularly the feasibility of job creation—was discussed with the participants, many of whom held key positions in local health, education and social welfare agencies.[4]

project goals

The New Careers project was an attempt to make current theories of opportunity (Cloward and Ohlin[5]) operational by providing jobs and opportunity for careers in human services for youth previously lacking the requirements for entry into these fields. As such, the program was conceived as a multidimensional attack on the problems of:

1. Unemployment, alienation, and identity problems among ghetto youth;
2. The increasing demands for human service personnel;
3. The growing disparity between agency patterns of service and unmet needs in the community, and
4. The growing alienation between the "haves" and the "have nots."

The program had immediate short-term goals as well as objectives that were more far-reaching in time and scope.

In the short term, the program was seen as a way of reducing the rate of unemployment among socially deprived youth by providing job opportunities with career potential and by training these youth in the basic interpersonal skills, attitudes and knowledge common to all human service occupations. It was also viewed as a means for developing in these youth a flexibility of attitude, role, and viewpoint so that they would not be artificially confined to a specific job, but, with additional training, could move easily from one type of human service position to another. In addition, the program was an attempt to overcome the alienation, frustration and delinquency found among ghetto youth by involving them in work and in solving community problems.

It was also hoped that the New Careers program could be an initial step in the direction of testing and developing new ways of making education for the high school dropout relevant; relieving the severe manpower shortage in the human service field through the use of auxiliary personnel, and using auxiliary personnel to develop a more rational and efficient way of using the professional's advanced skill and knowledge.

Finally, New Careers training was expected to bring agency personnel into close contact and communication with aides who were indigenous to the communities served. It was hoped that through this contact with aides who could articulate community needs, existing agency staffs might develop increased awareness of needs and be motivated to change traditional methods of providing services in order to better serve their clients.

design

The initial program design called for 10 components, or steps, in the training and employment of aides and subprofessional counselors.

1. job development

This consisted of discussions and other means of exploration with various community agencies to find or to develop subprofessional positions and on-the-job training sites, and to undertake the necessary negotiations involving finances, civil service, personnel, and credentials necessary for employment. Job development also included discussions on the development of new kinds of roles for subprofessionals in any new agency programs being developed. It was the intention to complete all these arrangements and negotiations before beginning any of the specific training programs. Training groups were phased in at intervals throughout the period of the project to allow for adequate orientation of the staffs in individual human service agencies and to maintain the necessary degree of contact on different levels with individual agencies. Before training was begun, letters of commitment were obtained from these agencies stating their intention to provide on-the-job training, resources, and subsequent employment for the aides upon satisfactory completion of the training program.

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[4] William H. Denham and Linda McLean, *Community Decision-Makers as Learners in the Context of a Small Group,* Washington, D.C.: Institute for Youth Studies, 1966.

[5] R. Cloward and L. Ohlin, *Delinquency and Opportunity,* Glencoe, Ill.: The Free Press, 1960.

2. selection and recruitment

This was done prior to the commencement of individual training programs and in collaboration with the individual agencies in order to reach satisfactory agreements on minimum qualifications and to allow the potential trainee to gain an understanding of the kind of job he could expect at the end of training. Recruitment was generally done through existing agencies, word-of-mouth from the local community, and outreach efforts through existing antipoverty programs.

3. training

The program was designed with these initial full-time training periods: three months for aides and nine months for counselor interns. During this time, trainees received weekly training stipends through the Bureau of Employment Security. Arrangements were made so that at the end of the training period trainees would be employeed in the agencies without a hiatus in income. With employment came a significant increase in income.

The training design called for a full-time combination of:

a. Supervised on-the-job training from the first day.
b. Skill instruction and workshops which included:
    1. Basic information in a given field, i.e., health, and
    2. Skills needed for the designated jobs.
c. Core group meetings which included group counseling, generic training in human services, and feedback from job experiences.
d. Remediation, focused on skills needed for the job, high school equivalency, civil service test qualification requirements, and, in some instances, college entrance test requirements.

The training program was designed to allow these elements to proceed simultaneously during the training day and week to provide opportunity for maximum integration of material. Thus, the typical training day would be spent with morning or afternoon in on-the-job training and the remainder divided among the other components.

Daily Schedule

4 hours	On-the-job Training (OJT)
2 hours	The Core Group
2 hours	Specialty Entry-Job/Skill Training

4. staff

The project training staff was responsible for overall coordination, and provided remediation, skill workshops, and core group training. Whenever possible, training staff from the employing agency was used to supervise and structure on-the-job training. Where this presented a manpower problem to the agency, the project paid the part-time salary of the designated agency supervisor. Job development staff was provided by the project which worked in collaboration with civil service and individual agencies. Counseling and evaluation studies were done by the project staff.

5. staff training

The project staff was recruited and oriented in the various aspects and issues of the program before the beginning of aide training. In addition, an ongoing inservice training program was provided which emphasized group discussion and group supervision of trainers during the course of the training program. In this way, everyone learned.

On-the-job trainers and supervisors from employing agencies were given initial orientation. Ongoing contacts, formal and informal, were maintained through supervisory seminars and individual meetings during the course of the on-the-job training.

All staff in a given program met periodically for feedback sessions to both learn about and deal with issues and problems as they emerged in the program.

6. curriculum

The curriculum and specific training design for each training program were developed jointly with our staff and the supervisory staff of the employing agencies. The approach to curriculum was both developmental and flexible—outlined beforehand and modified in accord with emerging experience.

7. certification

Certificates attesting to the successful completion of training were awarded in a formal ceremony at the end of the training period. These certificates, although issued by the Howard University Institute for Youth Studies, were jointly sponsored by the Institute and the employing agency. For the one group that was trained while still in high school, certificates were awarded at the high school graduation ceremonies together with the award of high school diplomas.

8. evaluation

Studies evaluating both the training model and trainee outcome were conducted during the course of the program.

9. job placement and follow-up

In general, trainees were placed in jobs for which they had been trained, and a follow-up was conducted to determine outcome based on a number of parameters including job performance, social behavior, and problems with the law.

10. financing

Financing for the project was provided through a basic Manpower Development and Training Agency contract for experimentation and demonstration by the U. S. Department of Labor. Additional components and aspects of the project that were covered by this federal support were funded through grant and contract with the Office of Education, Office of Juvenile Delinquency; the National Institute of Mental Health of the U. S. Department of Health, Education, and Welfare, and private foundations for research in psychiatry.

Because of the system of phasing in individual training projects, the overall program was operational through a period of two years. This report represents a distillation of that two-year experience.

project scope

The New Careers project consisted of eleven individual training programs. This report is based on only nine programs, since two were still in operation while the data were being analyzed. Two programs were specifically geared to the 21-and-over age group, while the remaining ones were for youth between 16 and 21. All but one of the programs were for out-of-school youth—whether high school dropouts or unemployed graduates. A brief description follows of each of the programs. For greater detail, the reader is referred to individual program reports mentioned in the selected reading list.

1. Counselor Intern Program (July 1965-April 1966)

This program was originally designed to train young adults indigenous to the ghetto community as subprofessional trainers (counselor interns) who would lead core groups in ensuing aide training programs. The unavailability of immediate positions for aides and the resulting delays in the training schedule made it necessary to revise this original program design. Consequently, two thirds of the group were provided training in the leadership of core groups, while the other third received generic training suitable for a number of possible human service positions in the community. This was a nine-month program, comprising a work practicum and classroom training. During the practicum, five of the trainees worked as employment counselors in Urban League employment programs, while the other ten worked as group leaders in the Baker's Dozen Community Mental Health program, interns in the Recreation Department's Roving Leader Program, and core leaders in the teacher aide, day care aide and geriatric aide training programs. The trainees, who were between the ages of 22 and 31, were required to have at least completed high school and to be either unemployed or underemployed, with a minimum employment history of 300 days of previous work. Fifteen young adults entered the program, and fourteen were certified.

2. Baker's Dozen Mental Health Aide Program (August 1965-October 1965)

This program was designed to train neighborhood youth in group leadership techniques for a mental health agency. The Baker's Dozen Youth Center, part of the Institute for Youth Studies and the Community Mental Health Center, was committed to an experimental approach to training, and therefore selected a group of mixed high- and low-risk youth. Nine youth received training in small-group leadership techniques and at the completion of training were employed at Baker's Dozen Youth Center as mental health aides. Training, however, did not end with termination of the program, for the trainees, as employees, participated in ongoing inservice training seminars.

3. Child Day Care (October 1965-January 1966)

The National Capital Day Care Association, funded by the Office of Economic Opportunity, was the employer for aides trained in this program. Ten aides were trained to function as assistants to professional staff members in a number of child day care settings. Their tasks were to maintain equipment and supplies; to help children prepare for meals, naps and other activities; to assist the children eating lunch, and to work along with children who required individual attention. Nine of the original ten trainees completed the program and were placed in various centers operated by the Association.

4. Geriatric Aide Training Program (October 1965-January 1966)

This program was conducted simultaneously with the day care aide program. Prospective employers were the Gordon Convalescent Home and the Roosevelt Hotel. Ten youth were selected for training. Before the program started, however, it became clear that the positions in the Roosevelt Hotel were not viable, and that employment at the end of training could not be assured. Therefore, the Roosevelt Hotel program was dropped, and eight youth had to be placed on a waiting list and included in a subsequent training program. The two remaining youth at the Gordon Convalescent Home were trained in providing assistance in the office as well as assisting in planning recreation programs and supervising recreational periods. Only one of the two successfully completed training and was placed on the job.

5. Teacher Aide Program (February 1966-April 1966)

This program was an attempt to create new careers for youth in education. As such, it represented entry into a system in which many had failed and toward which they felt alienated. Fifty-two youth were enrolled for training in this three-month program. The positions required them to provide assistance to the teacher in the classroom; to maintain equipment and supplies; assemble instructional materials; help in the supervision of children; escort children; provide some direct leadership in small-group activities, and assist in general classroom management by performing various housekeeping tasks and a variety of clerical functions. Following a week of orientation, the aides were assigned to individual classroom teachers with whom they were to remain for the remainder of the training program. Their training consisted of half a day in the classroom and half a day divided between specialty and core group meetings. Of the 52 enrolled in the program, 44 completed it and were hired.

6. Welfare Department Training Programs: Welfare Aide (January 1966-April 1966); Welfare Intern (January 1966-July 1966)

Two programs were run concurrently for the Welfare Department. Although the programs were basically similar in content, one program, the welfare aide program, was three months in length, and was designed to provide entry training for the GS-2 position in youth-serving institutions of the Department of Welfare. The second, the counseling intern program, was six months in length and was designed to provide entry training for the GS-4 counseling aide position in Department of Welfare institutions. Unlike most of the previously mentioned training programs, the positions the trainees were to fill were neither newly created nor newly defined. Rather, they were existing institutional positions for which the entry qualifications were redefined. Thirty-one male high school graduates were selected for training in several welfare institutions for dependent and delinquent youth.

Because of the distance between the training site and the work site, training was provided in a "block" program, with trainees alternating between two full days in training and three full days on the job. They were to be taught institutional rules and regulations for guiding, counseling and instructing children, accompanying them on work details, and, in general, supervising them in cottage life. Nine aides and ten interns completed training. Seven of the nine aides were offered jobs, and five accepted them. Nine interns were offered jobs and were placed. The essential differences between aides and interns were that aides were older and had more training.

7. United Planning Organization Aides (February 1966-April 1966)

This program provided training for positions in delegate community agencies participating in the anti-poverty program of the United Planning Organization. The positions were in the Consumer Action and Social Work Programs of the UPO-operated Neighborhood Development Center, in the youth program of the Junior Citizens Corps and in the Newcomers Program, operated jointly by the Travelers Aid Society and UPO. Seven nonprofessional counseling aides were enrolled in the training program. Because of difficulties in the Neighborhood Development Center, that aspect of the program had to be dropped, and only four of the original seven trainees were continued in the program and subsequently completed training.

8. Recreation Aide Training Program (May 1966-July 1966)

This program was designed to train recreation aides in programs funded by the local antipoverty agency and operated by the Recreation Department. Trainees were referred and recommended by the Roving Leader Program of the Department of Recreation. Six males actively involved in the Roving Leader Program were selected. Training was jointly provided by the Institute for Youth Studies and the Department of Recreation. The Institute provided the core training and specialty workshop components, while the Recreation Department supplemented the specialty instruction and provided on-the-job supervision. Trainees were taught group work, physical activity skills, and intramural sports, and were expected to perform as all-around playground assistants to the roving leaders. All six trainees completed the program and were placed in various departmental facilities.

9. Community Mental Health Aide Training: St. Stephen's (January 1967-March 1967)

In this program, based on the Mental Health Aide training program conducted at Baker's Dozen (see Part II for program report), eight aides were trained at the St. Stephen's Center, a branch of the local community mental health program designed to offer preventive mental health services to youth in the neighborhood.

The youth, aged 17-21, male and female, were expected to function as leaders of small activity groups, and to participate in liaison work with the community. They were recruited and selected by Baker's Dozen on the basis of interest in youth work, and were trained jointly by Baker's Dozen and training division staff in mental health concepts and in group and recreation skills. For experimental purposes, the core group technique was originally omitted from this program, but was reinserted midway in training as the need for it became apparent. Seven trainees completed the program and were hired as employees of the Area B Community Mental Health Center, a joint program of the D. C. Department of Public Health and Howard University College of Medicine. One trainee was dismissed because of poor attendance and disinterest in the work.

10. Human Service Aide Program: Cardozo High School (September 1966-June 1967)

This program was sponsored jointly by the Cardozo Project in Urban Teaching in the Model School Division of the D. C. School System, the Institute for Youth Studies and the Howard - D. C. Mental Health Center (Area B). Its purpose was to motivate youth from a deprived area to achieve a high school diploma through a program designed to prepare them for employment as teacher and community health aides. Participants were

Table 1
OMAT PROGRAM TRAINEES

	Training Began	Training Ended	No. Enrolled	No. Completed	Net Loss	No. Placed
Counselor Interns	July 1965	Apr. 1966	15	14	1	12
Day Care	Oct. 1965	Jan. 1966	10	9	1	9
Geriatrics	Oct. 1965	Jan. 1966	2	1	1	1
Mental Health	Aug. 1965	Oct. 1965	9	9	0	9
Recreation	May 1966	July 1966	6	6	0	6
Teacher	Feb. 1966	Apr. 1966	52	44	8	44
UPO	Feb. 1966	Apr. 1966	7	4	3	4
Welfare Aides	Jan. 1966	Apr. 1966	13	9	4	5
Welfare Interns	Jan. 1966	July 1966	18	10	8	9
*Cardozo	Sept. 1966	June 1967	28	23	5	20
*St. Stephen's	Jan. 1967	Mar. 1967	8	7	1	7
			168	136	32	126

*These two programs have been excluded from consideration in the body of the report, since they were still in operation during the period of report preparation. All subsequent tables, therefore, refer to a trainee population of 132 – excluding the 36 trainees participating in the Cardozo and St. Stephen's Training Programs.

in their senior year of school, and were selected from the lower general and basic tracks (groups of students categorized by assessment of aptitude). Both high- and low-risk candidates were included. Of 28 students, 20 were trained the first year as elementary school teacher aides. They were expected to aid the teacher by performing such tasks as preparing materials, supervising children, setting up displays and providing individual help to students as needed. The remaining eight rotated through three D. C. Department of Public Health settings: schools, clinics, and home nursing units. Job tasks included interviewing patients, preparing materials and taking heights and weights.

On-the-job training experience was provided for 15 hours during the week, with the remaining time devoted to an experimental academic curriculum linked to the work assignment and to core and skill training.

Of the 28 trainees, 20 graduated from high school and were employed. An additional three did not graduate because of failure to complete a required physical education program, but were still employed. Three females who became pregnant and one male who was unable to meet attendance requirements had to be transferred to other programs, but they still received diplomas. One male dropped out of the program and did not graduate or become employed.

Chapter II

job development and placement

Job development, which constitutes a separate but integrated element in the total structure of work programs, has been described by executives as 'perhaps the least successful' component of the work program.[1]

Of all the attributes of nonprofessional training and utilization programs, job development — although perhaps the most vital — is the most poorly conceptualized, least understood, and, in many instances, largely neglected.[2]

In attempting to summarize the experiences of the New Careers project with respect to job development, we are forced to endorse the validity of these statements. Unquestionably, one of the major tasks in planning to improve work training and career programs for disadvantaged youth and adults is the need for clearer conceptions of job development and more systematic approaches to it. This chapter represents an initial effort in this direction.

First, we shall define the job development component and develop a working model for describing the job development process as manifested in the New Careers project. Second, we will identify and discuss the outcomes of attempts to develop jobs and the issues that emerged in the various training programs conducted in the project.

The definitions and models of job development described were derived from the experiences of this project. Therefore, their applicability to other programs will be determined by the extent to which our experiences are comparable to experiences encountered in other job development programs.

concept and process

Purposes

Job development as it was conceived at the outset of this project can be defined as those activities initiated and sustained by project staff that were designed to influence the policies and procedures of human service agencies in order to achieve these four broad purposes.

1. Establish definable job opportunities for socially and economically handicapped youth which would:
    a. help the youth develop appropriate attitudes and behavior that would enhance their employability;
    b. provide employment opportunities that were consistent with their capacities to function in the world of work, and
    c. stabilize entry positions that could serve as a base for developing a graded system of

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[1] M. Herman and S. Sadofsky. *Youth Work Programs: Problems of Planning and Operation.* New York, N. Y.: Center for Study of Unemployed Youth, New York University, 1966.

[2] William H. Denham. "The Nonprofessional in Social Welfare: Dimensions and Issues." Paper delivered at the Massachusetts State Conference on Social Welfare, Boston, Mass., December 2, 1966.

occupational mobility and job promotion leading to new careers in human services.

2. Ensure placement of trainees in the jobs established for them.
3. Increase agency manpower either through:
   a. creating and defining new roles for nonprofessionals, or
   b. restructuring and defining new roles for professionals.
4. Improve the quantity and quality of an agency's service.

Process and Functions

In essence, job development was a *social planning process* in which project staff was cast in the role of a "planner," whose aims were to alter agency policy to realize the broad purposes just described. The process was conceived as a joint endeavor of project and employing agency personnel. Such collaboration was essential to:

- Educate agencies in the philosophies and values undergirding the New Careers concept,
- Promote and support attitudes of key agency decision-makers, notably administrators, personnel officers and program supervisors,
- Reduce the resistance of professional staff at the operating level who were working with nonprofessionals in service-related roles, and
- Obtain knowledge of aide job requirements as they evolved in order to make training as functional as possible.

The job development process comprised four principal functions or tasks: (1) goal formulation, (2) job definition, (3) job institutionalization and career development, and (4) job placement.

goal formulation

Formulation of goals was a basic element in the process, and consisted of an attempt to transform the broad purposes of job development just mentioned into terms that would be relevent to the interests or needs of both the agency and the trainees. A particular job development process therefore was inevitably concerned with two sets of interests or needs: those of the agency to improve or enhance manpower and service capacities, and those of the trainees for job opportunities. IYS believed that agencies could be influenced to align their interests with those of the trainees, and that, through training, the agencies could be insured of receiving a pool of workers consonant with their staff needs. Hence, the adoption of these two goals was inherent in the goal formulation function.

job definition

The rationale for the job definition function in the New Careers project stemmed from past experience in many manpower training programs, which, although aimed at providing job opportunities for the disadvantaged, in practice frequently tended to serve primarily middle-class-oriented candidates. In many instances, such programs were essentially invitations for the advantaged to join various professional or technical guilds. A job candidate from the indigenous poor population was frequently "locked out" of such opportunities because of a variety of excluding factors, such as organizational maintenance of unrealistic educational and/or experience requirements or punitive and/or restrictive criteria with respect to police or court records, etc. Or, on the other hand, he was frequently "locked in" to a relatively dead-end job which undercut his possibility of ever getting into an occupational future. In order to counteract the "locking-in – locking-out" syndrome, the New Careers project staff proposed the creation of a series of carefully defined *entry-level positions* for indigenous nonprofessionals.

The *entry-level job* was conceived as a defined role at the lower personnel echelon in a human service agency for which enrollees could be trained and into which they would be placed upon completion of a training program geared specifically to the requirements of the position. Ideally, such a job was seen as having these attributes:

- Realistic eligibility requirements – to enable needy job applicants to qualify for appointments.
- Stability – to protect aides from being fired precipitously.
- Meaningful tasks – within the aides' capability to perform and which enable them to experience satisfaction and achievement in functioning on a job.
- Adequate salary – to make the job economically relevant to the inadequate financial status of the aides.
- Opportunities for advancement – to stimulate the aide's motivation for an occupational future or career in human services.

In short, the entry-level job was a kind of "occupational baseline or platform" that the aides could mount after training and from which, hopefully, they could subsequently pursue their occupational futures.

The job definition process involved specification of training content for the particular job roles in which aides were to be trained. This consisted of delineating those tasks that were to be allocated by the agency for performance by the aide and for which training was to be provided.

establishing jobs and careers

The bane of the job development process in many work-training programs for the disadvantaged lies in the tendency to settle for outcomes which essentially consist of a promise, on the part of the potential employer, to establish a job within the agency at some vague or unspecified future date. Job development in such a context becomes a sort of tentative expression of institutional intent rather than a statement of institutional policy that should involve a degree of formal commitment by the agency to establish jobs for trainees. This lack of policy commitment to job establishment is a central factor that often undercuts the value of the training program's content and reinforces the suspicion of the enrollees about the sincerity of the trainer and the prospective employer. In order to avoid such negative consequences, the New Careers project staff originally envisaged a considerable expenditure of effort to get agencies to build the jobs, which would be defined during early stages of the training process, into the personnel fabric as stable entities, and to formally acknowledge the existence of these jobs through written statements indicating that such agreements would be honored for a minimum of one year after hiring. The job institutionalization function, therefore, was seen as an effort to ensure that the preliminary agreements and activities associated with the job definition phase would be established as agency policy. Classification and certification procedures were to be designed in order to secure the previously mentioned attributes of the entry position – realistic eligibility requirements, stability, adequate salary and opportunities for advancement.

The IYS staff believed that as career development took place, the jobs would be institutionalized in agencies. Career development was envisioned as an opportunity system, through which disadvantaged individuals would be enabled to realize viable and meaningful work futures in community or human service occupations. The system was founded on two intermeshed concepts – job mobility and educational mobilitv

Job mobility was envisioned as a ladder composed of a series of graded steps or jobs on which the unemployed or underemployed could rise until reaching the rungs most consistent with individual capacities, abilities and aspirations. The entry-level job represented the first rung; the apex was the full-fledged professional role.

At least two types of job mobility options were envisioned, *lateral* and *vertical*. Lateral mobility was seen as movement of the job holder to other jobs at similar levels of responsibility. For example, a day care aide in a child care agency might move to the position of recreation aide in a settlement house. Vertical mobility would occur as the worker progressed from the nonprofessional or aide level to the technical and the professional levels, depending on his ability, the degree of technological development in the particular service, and other factors.

Educational and training mobility was, in a sense, the Siamese twin of job mobility. In order for the individual to negotiate the job ladder, a system of training and education had to be devised which was based on a core of knowledge and special technical information required by particular job roles. Education in a particular curriculum for a particular job could be developed within the formal educational establishment, beginning with high school in the case of the aide-level job, then moving into the junior college or technical school for the more advanced technical roles, and into the graduate school for the professional positions. Skill development was to occur through the practicum or field-learning approach, in which the worker could learn and earn simultaneously through special work-study arrangements in community service agencies.

job placement

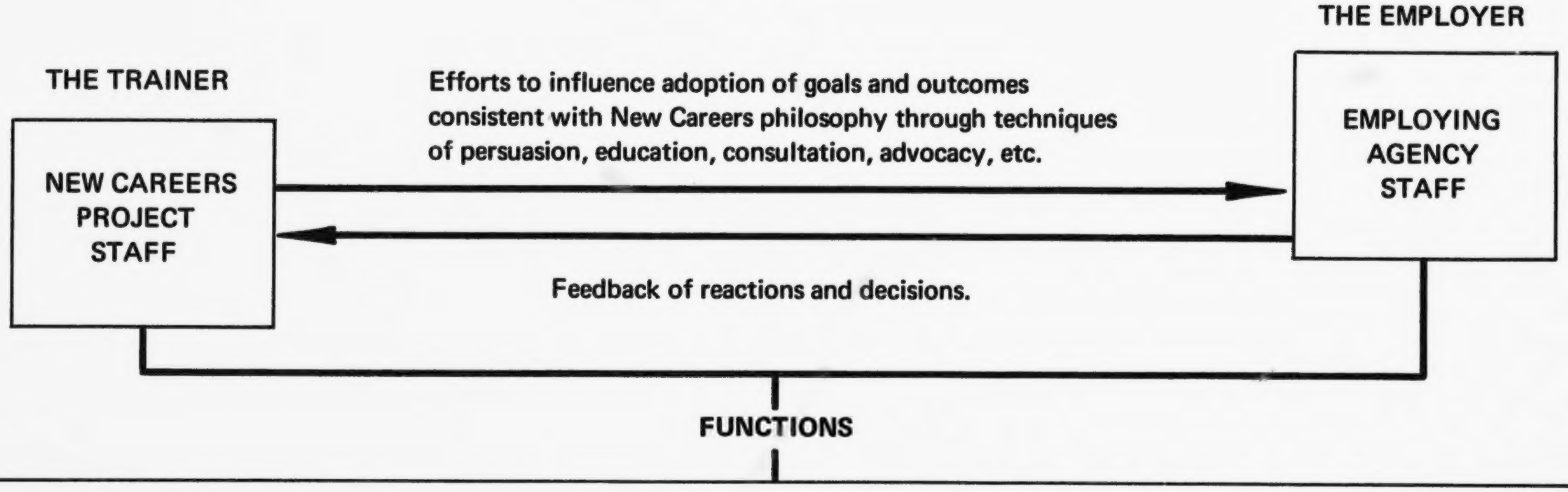
Job placement was an essential element in the job development process. It was geared to ensure that enrollees, upon successful completion of training, would be promptly placed in jobs which in turn had been previously defined and established through some degree of agency commitment as manifested in policy or procedure. Job placement was a mechanism for bridging the gap between whatever agreements had been arranged with the agency to establish jobs and the actual "delivery" of those jobs to the trainees. This meant bringing together the "job giver" (the agency) and the "job seeker" (the trainee) by removing or minimizing the obstacles – bureaucratic, interpersonal, and other – to such a union. In short, job placement was a subprocess of job development which involved "job connection" and "job delivery."

In Table 2, the structure, process, and functions of job development in the New Careers project are illustrated to show that job development consisted of:

1. A *structure* composed of two systems – the trainer (New Careers project staff) and the employer (the participating agencies) – both involved in
2. A *process* of interaction and exchange in which the project staff attempted to influence adoption of goals and outcomes consistent with the New Careers philosophy, while the agencies responded

Table 2
JOB DEVELOPMENT STRUCTURE, PROCESS AND FUNCTIONS IN THE NEW CAREERS PROJECT

STRUCTURE AND PROCESS



Efforts to influence adoption of goals and outcomes consistent with New Careers philosophy through techniques of persuasion, education, consultation, advocacy, etc.

Feedback of reactions and decisions.

GOAL FORMULATION	JOB DEFINITION	JOB INSTITUTIONALIZATION AND CAREER DEVELOPMENT	JOB PLACEMENT
Oriented to: (A) Trainee needs (employability, employment) and/or (B) Agency needs (i.e., manpower and service improvements).	Specification of aide job content.	(A) Stabilizing job classification. (B) Specification of job eligibility requirements (i.e., knowledge, skill, education). (C) Specification of salary. (D) Specification of job and educational ladders for career mobility.	Connecting aide to the job to ensure hiring.

by making decisions and reacting to the New Careers stimuli. This cycle of action and reaction consisted of

3. *Four basic functions:* goal formulation, job definition, job institutionalization and career development, and job placement.

This framework will be used in the following section, in which the salient outcomes of job development[3] in the various training programs are summarized and analyzed.

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[3] For an intensive view of actual job development processes, see job development sections of Training Reports in Part II.

outcomes and issues

Four major types of issues emerged from the job development component of the New Careers project. They were related to:

1. The nature of the participating agencies and the objectives they set for developing aide jobs;
2. The nature of the aide job definitions;
3. The institutional status of such jobs in the agencies and the implications for career development, and
4. Job placement.

These issues will be discussed in this section, along with observations on the impact of aides on professional roles, and the highlights of trainee-employer interaction during the job development process. The findings discussed closely follow the four job development functions outlined in the analytical model.

classifying agencies

In order to examine job development outcomes, it is necessary to describe the organizational context in which the jobs were developed. Consequently, a working model was constructed that permitted classification of each of the eight agencies in terms of this orientation.[4] Two types of agencies were found – those which could be defined as "change-oriented," and others that were better defined as "tradition-oriented."

The agencies were categorized according to their longevity, predominant source of funding and their rationale for using aides.

Longevity – Agencies were viewed as "new" if created as a result of recent federal programs specifically directed to the poor and/or otherwise socially disadvantaged populations (i.e., Manpower Development and Training Act, Juvenile Delinquency and Control Act, Economic Opportunity Act, and Elementary and Secondary Education Act). "Old" agencies were those in existence prior to enactment of these federal programs.

Predominant source of funding – This was defined as the source supplying over 50 percent of agency's operating budget. Funds were categorized as "soft money" (i.e., experimental and demonstration funds granted under terms of the legislation listed above) or "hard money" (i.e., local public or private funds).

Prevailing rationale for using aides[5] – The determining criterion was whether the agency's intended use of aides could be regarded primarily as *a means for organization survival or enhancement* (i.e., meeting manpower needs, improving accessibility of services to target population or qualifying for federal monies), or as *a goal commitment* to provide employment for the poor or disadvantaged.

The grouping of agencies in accordance with this model is shown in Table 3.

Table 3 indicates that over half (five) of the participating agencies could be classified as traditional, while a minority (three) could be viewed as innovative. It was expected that proportionately the highest percentage of jobs developed for aides would occur in the innovative agencies. This expectation was based on the assumption that such agencies were operating without the constraints of pre-existing program goals, values and structure, and that programs dependent on federal

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[4] The agency sample comprised:

1. Three large public organizations – the D. C. Departments of Welfare and Recreation, and the School System;
2. The local antipoverty Community Action Agency (CAA) – United Planning Organization (UPO); four voluntary welfare agencies – National Capital Day Care Association (NCDCA), which provided day care service to a low-income community; Travelers Aid Society, a well-established casework agency providing short-term counseling to displaced transient clientele; Junior Citizens Corps (JCC), a neighborhood settlement-type organization emphasizing outreach group work and recreation services to poor youth; and the Gordon Convalescent Home (GCH), a small nursing home for the aged.

Not included in this particular aspect of the analysis are the community mental health demonstration programs at Baker's Dozen Community Mental Health Center and St. Stephen's Church, where jobs were developed for 16 aides and interns. These components were administered by the Institute for Youth Studies, unlike other programs which were independent of IYS control.

[5] Although most agencies tended to articulate a multipurpose approach with regard to the use of aides, in actual operation they usually emphasized one purpose which prevailed over the others and on which the resources of the organization were concentrated.

Table 3
PARTICIPATING AGENCY TYPOLOGY

Tradition-Oriented Agencies

Agency	Longevity	Primary Funding Source	Prevailing Purpose for Developing Aide Jobs
Welfare Dept.	Old	Hard Money	Manpower
Recreation Dept.	Old	Hard Money	Manpower
School System	Old	Hard Money	Manpower
Gordon Convalescent Home .	Old	Hard Money	Manpower
Travelers Aid Society . . .	Old	Hard Money	Agency-Community Linkage

N=5

Change-Oriented Agencies

Agency	Longevity	Primary Funding Source	Prevailing Purpose for Developing Aide Jobs
UPO	New	Soft Money	Employment of Poor
NCDCA	New	Soft Money	Employment of Poor
JCC	New	Soft Money	Employment of Poor

N=3

funding would be committed to the use of aides as a program goal rather than as a means to an end such as simply providing new jobs. This assumption was accepted as valid by IYS at the outset of the project, and it served as the basis for entering into a formal agreement with UPO, which was written into the project proposal. UPO agreed to provide jobs in its operating programs for over 80 percent (200) of the quota of 240 aide and intern slots that the project was committed to under the terms of the contract.

Conversely, it was also expected that a smaller proportion of jobs would be developed in traditional agencies, on the theory that their orientation to nonprofessional utilization would be more cautious than innovative and geared primarily to organizational needs and less to ideological considerations.

The extent to which these assumptions were borne out empirically is illustrated in Table 4.

The vast majority of jobs (almost eight of every ten), contrary to original expectations, were developed in the traditional rather than in the change-oriented agencies. Furthermore, the large public agencies (i.e., schools, welfare, recreation) alone supplied about 75 percent of the total.

A variety of factors contributed to the low level of job development in innovative agencies. These included philosophical differences between project and agency staffs with regard to the New Careers concept; difficulty in projecting nonprofessional staff needs because of uncertainties in funds for salaries; uncertainty in

Table 4
NUMBER OF JOBS DEVELOPED IN TRADITIONAL AND CHANGE-ORIENTED AGENCIES

Agency Orientation	No.	% of Total
A. Traditional Agencies		
Welfare Dept. . . .	30	26.0
Recreation Dept. . .	6	5.1
School System . . .	50	43.1
Gordon Convalescent Home	2	1.7
Travelers Aid	1	0.9
	89	76.8
B. Change-Oriented Agencies		
UPO	6	5.1
NCDCA	10	8.6
JCC	2	1.7
Baker's Dozen . . .	9	7.8
	27	23.2
TOTAL . . .	116	

program development as a result of the innovative nature of programs, and the uncertain job performance capability of the trainees. These and other factors, however, appeared to be subsidiary to the principal factor, which was the inability of UPO — the largest of the innovators — to deliver on its original job commitments. Instead of producing over 80 percent of the job quota, as was originally expected, UPO provided only five percent from its operating programs and less than three percent from its delegate agencies (Travelers Aid and Junior Citizens Corps). In our opinion, the dominant variable accounting for the UPO response was the nature and direction of its program during the period of the New Careers project operation. UPO gave priority to neighborhood development through vigorous political and social action techniques in which indigenous adult residents served as nonprofessionals. Nationally, at that time, OEO was also stressing community action and development as the major antipoverty program effort. UPO based its survival on a strategy that primarily involved direct program operations rather than institutional coordination and planning. As a consequence, UPO decided to allocate a substantial part of its resources to the neighborhood development program, even to the extent of exclusively focusing its limited inservice training capability on preparing nonprofessional staff for this program rather than referring them to IYS as had originally been promised. Thus, by training its own aides, UPO was able to exercise maximum control over them, which, to its way of thinking, was most likely to effect a positive outcome for the neighborhood development program on which high priority was placed.

In short, the UPO posture in relation to aide job development for the New Careers project appeared to be dictated primarily by the needs of its program rather than by its original commitment to produce jobs for human service aides and interns. Similarly, the traditional agencies tended to view aide utilization from the point of view of what seemed to be their greatest need — namely, manpower. The most vivid example of this occurred in the counseling intern and aide training program conducted by the Welfare Department, in which the entire counselor role structure was kept intact by upgrading the roles of second- and third-level indigenous child care personnel already on the staff and reducing eligibility requirements for hiring aides in the New Careers program.[6]

Job Development for Whom?

The major questions emerging from the preceding analysis of agency purpose are: For whom are we developing jobs, the aides or the agencies? Are the two goals complementary or conflicting? At the outset, the project staff assumed they were complementary. Subsequently, strategy had to be readjusted to accommodate reality — in spite of the ideological acceptance by agencies of the desirability of providing jobs for the poor, utilization of aides was ultimately determined by how they could fit in with an agency's program needs. This appeared to be the case in both tradition-oriented and change-oriented agencies. Consequently, the main goal pursued by the project's job development effort had to be shifted to ensuring placement of the trainees within agency structure, rather than to altering that structure and program as had been planned originally. What this suggests as a basic strategy in developing jobs for the underprivileged is that appeals of the job developer to potential employers must be expressed in terms of the potential employer's interests and not just in terms of the "advocacy of the poor" concept or improvement of human services. This finding is especially valid if the aim of a job training effort is to secure as many jobs as possible for trainees. In such circumstances, accommodation, rather than confrontation, may be the more effective approach.

role analysis

Originally it was assumed that specific and viable roles at the entry level would be defined for trainees in the human service agencies participating in the project.

Role specificity is the term applied to the specification of concrete tasks required for performance in the work role. This process was seen as serving these purposes:

1. Defining role expectation for trainees and trainers so that training, particularly in specialty skills and on the job, could be as closely aligned as possible with the task requirements.
2. Serving as a mechanism for role engineering and design by identifying the tasks that could be transferred from pre-existing professional roles to the aide role, or new tasks not previously performed that could be built into the aide role.
3. Providing job classifiers or certifiers with a reasonably objective base for standardizing or institutionalizing newly defined roles within the occupational hierarchy.

Role viability implied defining flexible jobs that contained sufficient meaningful content to motivate aides toward occupational futures in human services and, in addition, allowing for further role development as experience was acquired in aide training and utilization.

What, then, were the kinds of roles defined for trainees in the project? To what extent were they specific and viable? What factors contributed to the development of emerging roles?

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[6] See report on *Training of Counselors in Residential Programs for Children and Youth,* Part II.

Analysis of role specificity and viability involves examination of the structure and content of eight types of jobs defined in the various training programs. There was considerable variability and imprecision among the various job definitions. Therefore, the ensuing role analysis must be viewed as a discussion of the tentative parameters of the roles which actually emerged.[7]

Role development. The degree of role viability is suggested in Table 5. It was derived by examining each role definition and determining whether its development could be classified as *minimal* (i.e., role definition consisted of task area identification only, such as "aide is to perform clerical duties," without specification of tasks within the area) or *substantial* (i.e., role definition consisted of task area identification and specification of tasks within the area; "the aide is to perform the following clerical duties: . . . "). Each definition was then rated on the two-point continuum reflecting the degree of role development.[8]

Table 5
AIDE ROLE DEVELOPMENT

MINIMAL ROLE DEVELOPMENT: Task Area Identification Only	SUBSTANTIAL ROLE DEVELOPMENT: Task Area Identification & Specification
Day Care Aides (9)* Geriatric Aides (1) Mental Health Aides (9) Recreation Aides (6)	Welfare Counseling Aides (9) Welfare Counseling Interns (10) Social Service Counseling Aides (4) School Aides (44)

*Numbers in parentheses indicate number of enrollees successfully completing training in these roles.

The eight roles defined for nonprofessionals in the programs were equally divided between those in which the task areas were minimally developed and those in which they were substantially developed. The four roles which were substantially developed comprised about 72 percent of the enrollees (67 of 92) who successfully completed training and qualified for employment. Two of these four roles were located in the largest public agencies, the school system and the Welfare Department.

But what kinds of tasks were aides expected to perform in their roles? And how were the tasks distributed within the roles? The next paragraphs shed some light on answers to these questions.

Role Specificity

By and large, the roles defined for aides and interns had three general attributes. First, they were located in agencies whose major activity was providing some kind of rehabilitation or educational service to low-income populations. Second, the delivery or administration of these services involved some form of interaction of the "provider" with the recipient in a helping process. Third, aide role performance was supervised by persons in higher positions in the occupational structure. In most instances, supervisors were professionals, but in at least two programs for welfare counseling aides and interns and recreation aides, professional credentials were not required for supervision of the trainees. Within this general framework, aide and intern responsibilities could be divided into three categories of tasks: (1) service-rendering activities; (2) clerical activities, and (3) maintenance activities.[9]

1. *Service-rendering activities* were tasks that involved nonprofessionals in providing some type of help or assistance to clients within the framework of the kind of service offered by the agency. There appeared to be at least two broad types of service activities which were variously described in the roles – technical and practical. The major difference in these types of tasks seemed to depend on the degree of special knowledge and/or skill required to perform them – the technical tasks requiring more knowledge and skill than the practical tasks.

Technical tasks included both *planning activities* (e.g., designing a program of games for a group) and *instructional, guidance, or counseling activities* (e.g., reading to a group of slow readers in a classroom, or giving information to a group of children about health or hygiene matters in a residential setting). In addition, performance of these kinds of tasks usually required ability to record or prepare records of client contact and to convey or secure information or impressions about clients through such media as conferences and meetings with staff, supervisors, or other superiors.

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[7] The jobs, and the agencies for which they were developed were: School Aides (District of Columbia Public Schools); Recreation Aides (Recreation Department and Junior Citizens Corps); Counseling Aides and Interns (Welfare Department); Day Care Aides (National Capital Day Care Association); Mental Health Aides (Baker's Dozen Mental Health Center); Social Service Counseling Aides (UPO, JCC and Travelers Aid), and Geriatric Aides (Gordon Convalescent Home).

[8] See job descriptions in Appendices of individual Training Reports, Part II.

[9] Most job definitions were basically rudimentary and experimental, and the functions therefore often tended to overlap rather than appear as discrete entities. Furthermore, there was a high degree of variability and informality in the interpretation of the job definition by trainers, project personnel and OJT supervisors. Nor can the tasks formally listed in the job descriptions be considered as inclusive of tasks that may have been allocated by agency supervisors. Consequently, these task area definitions should be viewed as preliminary indicators pending more rigorous study of aide roles, involving systematic monitoring and observation of task performance. For elaboration of tasks, see job descriptions in Appendices of Training Reports, Part II.

Tasks in the *practical service category* tended to be of two kinds: *caretaker functions* geared to meeting client needs for physical care or safety (e.g., helping preschoolers with their clothing, escorting groups on field trips), and *custodial or control functions* directed to getting clients to conform to agencies' rules or regulations (e.g., enforcing "lights out" rules in a residential setting, or dismissing a playground group at the end of a play period).

2. *Clerical activities* were tasks involving performance by the aides and interns of office functions such as typing, filing, keeping simple administrative reports, and messenger work.

3. *Maintenance activities* included tasks calling for the manipulation and care by the nonprofessional of physical objects or materials (e.g., operating a slide projector).

Figure 1 indicates how the task area categories were distributed throughout the eight role definitions developed in the project. The data were derived from a frequency count of the total number of specific tasks reported under each category. Table 6 shows the priority given to the task areas in each job definition, priority being determined by the category containing highest frequency of listed tasks.

Figure 1 indicates that almost three-fourths (72 percent) of the specific tasks listed in the job definitions for aides were of service-rendering quality. Clerical and maintenance activities were in the minority – 20 percent and eight percent, respectively – of all items reported.

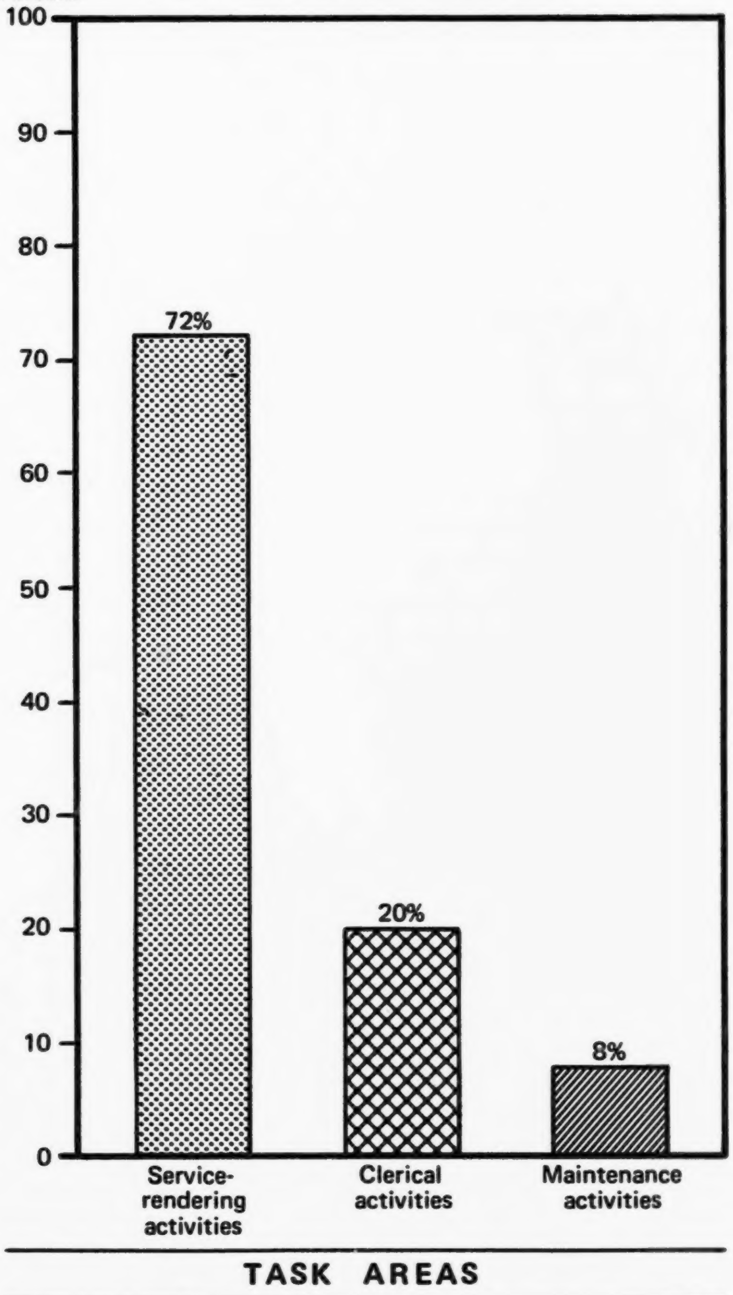
Table 6 further clarifies the emphasis given to service-rendering functions in the job descriptions. Specifically, it indicates that service rendering was the task area of highest priority in all but one of the eight roles, comprising from 64 percent to 100 percent of all tasks in these job descriptions.

Several roles were essentially limited to service-rendering functions, notably recreation aides (100 percent), day care aides (88 percent), and the Welfare Department counseling interns (82 percent).

Except in the case of the geriatric aide definition and the jobs that included only service-rendering tasks, clerical and maintenance tasks received a second- and third-place rating, in that order.

These findings suggest that most job definitions were apparently designed to enable trainees primarily to perform service tasks. Such tasks are generally assumed to have higher status than maintenance or clerical functions in human service occupations. Furthermore, it would appear that, qualitatively, such tasks are well within the boundaries of desirable work in terms of the New Careers job development strategy. This strategy was to establish jobs in which the task content was most likely to motivate and stimulate the trainees toward occupational futures in community service. The available evidence suggests that this strategy was reasonably successful. Finally, the findings also tend to support the assumption that there is a substantial reservoir of practical tasks of a service-rendering nature within existing human service programs which can be allocated to indigenous workers.

Figure 1
PERCENTAGE DISTRIBUTION OF TASK AREAS IN ALL AIDE JOB DEFINITIONS



(The total number of tasks listed under task categories was 155.)

Table 6
PRIORITY RATING OF TASK AREAS BY PERCENTAGE OF LISTED TASKS IN JOB DEFINITIONS

Role Title	Priority #1	Priority #2	Priority #3
Day Care Aides	Service rendering 88%	Maintenance 12%	No clerical tasks listed
Geriatric Aides	Clerical 67%	Service rendering 33%	No maintenance tasks listed
Mental Health Aides	Service rendering 70%	Clerical 18%	Maintenance 12%
Recreation Aides	Service rendering 100%	No clerical or maintenance tasks listed	
School Aides	Service rendering 64%	Clerical 20%	Maintenance 16%
Counseling Aides (UPO)	Service rendering 78%	Clerical 22%	No maintenance tasks listed
Institutional Counseling Aides - DPW	Service rendering 67%	Clerical 25%	Maintenance 8%
Institutional Counseling Interns - DPW	Service rendering 82%	Clerical 10%	Maintenance 8%

Summarizing this brief analysis of aide job definitions, it appears that most roles are in a state of evolution and that role definitions are general, often ambiguous. This had both positive and problematic implications. On the positive side, it suggests that there is considerable flexibility in the content of the roles, which should augur well for continued development. On the problematic side is the issue of ambiguity in task expectations and the potential conflict this can engender for trainees and supervisors. In this connection, the high potential for role conflict suggests that training needs to be designed to give particular attention to strengthening the capacities of aides to deal with ambiguity. The open-ended quality of the nonprofessional role would also be expected to increase the amount of informality in task allocation by supervisors. This may very well continue until roles become more standardized.

The other dominant trait in aide role development appears to be the high percentage of service-rendering functions in the roles. If such functions can be further clarified, if training can be provided for aides beyond the entry period to increase their competence in performing such tasks, and if the roles can be institutionalized within agency personnel structures – then the viability of the indigenous worker role may be enhanced. This raises the issue of institutionalization, which is examined in the next section.

career development

As indicated earlier, institutionalization within the New Careers philosophy meant commitment by a human service agency to ensure that the entry-level jobs defined during the course of the training program would be established on a permanent basis for those who successfully completed training. In addition, such jobs were to become the first rungs of a defined plan for occupational promotion leading to careers in human services. The mechanisms for effecting such commitments consisted of attempts by IYS to obtain formal written statements from agencies promising that entry jobs would be available, and, through an ongoing sensitization process, to reorient the attitudes, values and behavior of agency personnel to a point where they would be as accepting and supportive of the entry role and career conceptions as possible. This meant attempting to simultaneously effect broad-scale policy change and value change within the context of demonstration programs that lasted for only three months in most instances. Considering the inevitable resistance by organizations to such changes, what was accomplished during this period with respect to role institutionalization? More specifically, what was the nature of agreements reached with the agencies concerning the jobs which were established? To what extent were the desired attributes of entry jobs – realistic eligibility requirements, stability, adequate salary, promotional and career opportunities – provided for?

Nature of Job Agreements with Agencies. Written agreements to provide specific jobs for trainees were effected by IYS with three participating agencies: National Capital Day Care Association (day care aides), the D. C. Department of Public Welfare (counseling aides and interns) and the Gordon Convalescent Home (geriatric aides). No formal agreement was required in the case of the mental health aide jobs, since they were located in a subsidiary component of IYS – Baker's Dozen Mental Health Center – where commitment was implicit. It appeared that lack of formal commitment was not a major obstacle to job establishment, since the five agencies that did not enter into formal compacts did, in fact, provide almost 75 percent of all the jobs. Consequently, informal agreements negotiated through the process of project and agency staff transactions were apparently equally, if not more, effective than the formal variety. Actually, in two instances in which specific written agreements had been worked out, the agencies subsequently were unable to implement them. One of these involved the Roosevelt Hotel for the Aged, in which the agency's board subsequently overruled the agreement completed by its executive with IYS. The other instance involved UPO, which had twice agreed that it would provide the majority of the job quota, and, as indicated earlier, was unable to meet this commitment. What this suggests is that the quality and depth of agency commitment may be more crucial than written agreements. The test of commitment, then, would be whether the jobs were established and aides hired into them.

Eligibility Requirements. Typical requirements for employment in the current labor market stipulate that candidates have some amount of knowledge, skill and personality development acquired through previous formal education, work and life experiences. Such requirements frequently become barriers which separate the disadvantaged applicant who is undereducated, unemployed and unskilled from the job supply. The New Careers project staff proposed that such standards be replaced by substituting as the sole criterion the social and occupational skills and knowledge that could be acquired through the specialized training program. To what extent were "permissive" job criteria adopted or used by the agencies in hiring trainees?

Assuming that the restrictiveness in prevailing job eligibility policy is primarily influenced by the requirements of formal education, previous work experience, a delinquency-free record, and passing a written civil service examination (in the case of public agencies), then the absence or abatement of such requirements would be rough indicators of a more permissive policy.

It appears that all eight participating agencies adopted, in varying degrees, permissive hiring policies. Three agencies (UPO, Junior Citizen Corps, and the school system) even went beyond the project norm, which called for successful completion of the training program. These agencies formally adopted what was essentially a "criteria-free" approach, setting no restriction on hiring, including the candidates' performance in training. In this latter connection, it was likely that training was an important factor in an agency's decision to appoint an enrollee even though it was not adopted as a formal requirement by the agencies. Two agencies – National Capital Day Care Association and the Gordon Convalescent Home – formally subscribed to the project norm. The other three agencies, although orienting their policies in a more permissive direction, did maintain more restrictive elements. The Recreation Department prescribed a personnel qualification that called for a job applicant to be a member of a delinquent gang or have a delinquent record. This qualification was based on the theory that the outreach program in which these aides were to be utilized required that nonprofessional staff be drawn from the deviant subculture. The Travelers Aid Society required that all otherwise qualified candidates would need to be screened by the agency to determine "their fitness and motivation" for the job of social service counseling aide. The Welfare Department was the only agency that maintained an education requirement, demanding a high school diploma or its equivalent. The Department of Public Welfare, however, did waive the pre-existing examination requirement for the GS-2 level counselor aide position but maintained it for the higher counselor aide position at the GS-3 level. The delinquency record was a consideration only in the Welfare Department. Here, the Civil Service Commission required a clearance on all applicants with felony records despite the disposition of the department's personnel and administrative staffs to waive such requirements.

Job Stability

Job stability may be defined as the status ascribed to a particular work role by the employing agency. This is usually reflected in the job's classification, which indicates tenure and level within the occupational structure. Job tenure is most often determined by its degree of permanence *vis-a-vis* other jobs in the organization. The permanence of many jobs for indigenous nonprofessionals has been limited because of the inability or resistance of local agencies to apply regular operating funds to the support of salaries. As a consequence, the jobs often tend to be *ad hoc,* existing only for the duration of a particular demonstration program. In addition, these jobs are often "dead end" in character, with no prospect of promotion or advancement. Therefore, both these factors of impermanence and "dead-endedness" combine to give nonprofessional jobs a marginal status. The New Careers job development model was expressly addressed to modifying these factors. Specifically, we sought to influence agencies to classify entry-level jobs in as permanent a manner as possible and to build into them a plan for promotions based on the concepts of job mobility and career development. Consequently, the extent to which these two elements were present in plans for employing nonprofessionals could be considered as a measure of job stability. How stable, then, were the jobs that were developed in the project?

Job Classification[10]

These remarks are limited to the status of aide and intern jobs as they could be determined at the point of hiring following completion of training. Considerable variation existed in the job classifications of the various agencies, both public and voluntary. In several instances, there was no formal classification of the position as such, but only a statement about the job as previously described in this chapter. In short, identification of job status was largely informal. For the purpose of this discussion, we have arbitrarily delineated the jobs by referring to them as *temporary* (i.e., where there was no formal commitment by agencies to a period of employment or where the job designation was specified as temporary or probationary) or *regular* (i.e., where they were explicitly identified as such by agencies or where there was no discernible difference from other already existing jobs at comparable levels in the agencies).

On this basis, it appears that the large majority of jobs at the time aides were hired for them could be categorized as temporary. Only the mental health aide positions in the Baker's Dozen Child Guidance Clinic could be considered as regular appointments according to our tentative definition. Perhaps the only other indicator of job stability at the present time would be the extent to which the aides and interns were retained in the jobs over time. In this connection, data from the follow-up study reported in Chapter V indicate that more than 85 percent of those originally employed were still working six months to one year after appointment. This at least suggests some degree of stability of aides and interns in the positions regardless of the degree of impermanence in job classification.

Nevertheless, it would appear that considerable impermanence exists. For example, six weeks after the 44 school aides were employed, one-half of them were summarily fired because of lack of special funds in the school system's allocation from the Elementary and Secondary School Education Program of the Office of Education. Had the project staff not taken an advocacy role in interceding with the school system on behalf of the aides, they would most likely not have been rehired, regardless of the school system's original promise of one year's employment.

In short, aide and intern positions at this juncture are essentially marginal in status, located at the demonstration end of the demonstration-institutional continuum. This is not surprising, however, given such factors as the short period of the program, its highly experimental character, and the considerable uncertainty that all agencies experienced in terms of funding salaries for extended periods of employment. Furthermore, even where the most enlightened hiring practices are used, new employees are frequently placed on probationary status.

Promotional Opportunities and Career Development

As in the case of entry-job status, the effort to persuade agencies to establish specific promotional opportunities from the entry position was not realized as far as policy enactment was concerned. The closest approximation of a promotional scheme for human service auxiliaries involved the aides' position in the school system.[11] In this instance, the project staff and the Job Development Unit of the District of Columbia government and school administration concurred in a three-level promotional plan. This consisted of a plan beginning with an entry position as teacher aide at the GS-2 level for which high school graduation or six months' work experience in the role were to be established as eligibility criteria; an intermediate position at the GS-3 level requiring one year of post-high school education or one year of experience in the role, and an upper level of teacher associate at the GS-4 level, requiring successful completion of two years of post-high school education or two years' experience in the auxiliary role or a combination of both. The plan was tabled because of the summer recess, during which time a new plan was unveiled by the Congressional District Committee. These plans called for the establishment of a two-tiered arrangement involving the position of school aide at the GS-2 level, with requirements similar to the plan just described, and the teacher aide position at the GS-4 level, requiring 32 hours of post-high school education. In addition, the size of the auxiliary force was to be limited to five percent of the regular full-time teaching positions. This plan subsequently was approved by Congress. Although it has the effect of locking out a large number of teacher aides who lacked academic credentials for promotional opportunities, it did legitimize two new subprofessional positions within the school's personnel structure, and to this extent represented a base for future negotiations to establish a more viable career line. This illustrates how the project served as a catalyst in sensitizing agencies to the career concept. Perhaps the principal factor preventing further development of the career notion was the reality of the tenuous position of the entry role in the agencies. This impelled project staff members to concentrate their efforts on securing reasonable acceptance by agencies of the entry job in order to be the *sine qua non* of the project. At the same time, there were other variables that affected the career outcome aspect. These included the elementary stage in conceptualization of New Careers and the lack of tough-minded strategies, which must take into consideration such realities of organizational life as the pace of change, policy development, priority setting and budget. Such elements are part of the warp and woof of public agency operations – the sector in which the New Careers concept had its greatest potential for development.

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[10] The reader is advised to examine the section in Part II of this report which illustrates the changes that occurred in classifications subsequent to the entry training period.

[11] See Report on *Training of Teacher Aides,* Part II.

Observations on Impact of Nonprofessional Roles on Professional Roles

A discussion of institutionalization would not be complete without considering the impact of the indigenous nonprofessionals on the professionals who were supervising or otherwise working in close proximity to them.

A major assumption of the project staff was that defining roles for nonprofessionals would result in redefinition of roles for professionals. It was expected that two outcomes in professional role redefinition might occur: either the professional would have more time to perform the highly specialized tasks in his role because the less specialized tasks would be transferred to the nonprofessional, or the professional – being less encumbered by such secondary functions – could assume new, highly skilled tasks not previously included in the role. Systematic monitoring of professional role functioning was not possible in the project. Hence, the ensuing comments are primarily based on inferences drawn from data on aide role definition just described and staff impressions during the training process. This material is therefore impressionistic and tentative.

In most instances, changes observed in professional roles tended to be more in the realm of attitude and perception than in function or behavior. During the project period there was apparently no formal redefinition of any professional role that could be directly attributed to the introduction of the aide or intern. In one agency – the Welfare Department – pre-existing residential counselor roles were upgraded. These roles, however, did not require professional credentials. Counselor roles were modified to the extent that they were upgraded, and the incumbent was allowed to function under less supervisory control, but task content remained essentially intact – virtually identical to the aide role, one grade lower.[12]

At this early stage of the development of the New Careers concept, it is probably more accurate to refer to professionals as "reacting" to the introduction of nonprofessionals, rather than to say that the professional roles have changed in discernible patterns. Given this distinction, it would then appear that reactions of professionals to this initial exposure to nonprofessionals during the project tended to be both promising and resistant. The more promising reactions with several professionals included: the articulated belief that aides could be useful allies rather than competitors or appendages in the helping and serving processes; willingness to teach and support trainees in the OJT experience; an open-mindedness in relation to aide potential, which was often not immediately apparent; a growing demand on administration for new concepts and techniques related to supervision of the indigenous nonprofessional; and deeper, yet more practical, insights into the needs and aspirations of the poor.

The dysfunctional reactions among professionals included: tendency to perceive the aide as a client rather than a worker in training, and the concomitant establishment of an unnecessarily authoritative relationship with him; or, the converse, the tendency to regard the nonprofessional as the "noble savage" and to therefore develop unrealistic expectations of his abilities; inability to individualize the aides, or overapplication of the "poverty subculture" concept; and exaggerated fears of nonprofessional co-option of the professional's role and its effect on service standards.

The one discernible function which seems to be emerging as a new requirement in the professional role is that of supervisory training. As a consequence of the needs of aides for field supervision in the OJT and specialty components, the average "practitioner-oriented" professional was faced with having to perform training and supervisory tasks for which he was not generally equipped, particularly in regard to the job training needs of the disadvantaged.

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[12] See section on job development in the Appendix of *Training of Counselors in Residential Programs for Children and Youth*, Part II.

In summary, assuming that it is valid to expect aides to perform a substantial portion of the concrete service tasks handled previously by professionals – then at least two hypothetical conclusions can be projected about the professional role:

1. The professional's time becomes less encumbered by routine tasks, making time available for performing more highly skilled service tasks; or
2. The new or increased demand for professional training and supervision of aides cancels out the time saved for the professional to engage in direct service activities.

In short, the response of the professionals to the indigenous nonprofessionals at this point is primarily in the form of reactions of individual professionals to aide presence in the program and their needs for continued training and supervision. As yet, there does not appear to be any formal change in professional role definition. Such changes will be required to legitimize the informal transfer of function to the aides, as well as to institutionalize any new tasks that may accrue to the professional role.

Salaries

In the parlance of the "have nots," the "nitty gritty" of a job is often determined by the "bread" or the weekly paycheck. A detailed picture of the salary structure is presented in Part II, but, in brief, these are the salient facts about salaries paid to aides and interns when they were hired:

- Salaries ranged from $56.80 per week for community apprentices to $108.68 for Welfare Department counseling interns.
- The mean weekly salary was $79.90, and the median, $82.15.
- Two-thirds of the trainee population received salaries below the median, but most earned between $65 and $80 per week.

Looked at against the prevailing national poverty norm of less than $3,000 annual income, all but nine trainees were employed at salaries above this standard. Also, the salaries compare favorably with the GS-1 and GS-2 beginning salary levels for unskilled or partially skilled workers in the federal salary schedule. However, most salaries were substantially below the level for a beginning white-collar worker (i.e., clerk-typist, receptionist, etc.) which, in the government service, is presently fixed at the GS-4 level – approximately $91 per week. The job developers in the New Careers project did endeavor to persuade agencies to offer salaries that would have provided greater economic incentive. However, most of these efforts were limited because of constraints posed on agencies by budget and statutory ceilings and the brief time available to negotiate for any changes. In view of the relatively low level of salaries for entry positions in human service agencies at this juncture, the importance of promotional or mobility plans has an immediate economic relevance as well as a career relevance. It is highly questionable how long economically vulnerable indigenous workers will be able to remain in entry positions in which salaries are inadequate and the prospects of increases remote or nonexistent.

Job Placement

As indicated earlier, the central purpose of the job placement function was to ensure hiring of the aides. At this stage in the process, project job developers essentially became "job deliverers" attempting to effect a final linkage of the aide or intern to the job. The justification for this function stemmed from such factors as:

- The sizeable number of bureaucratic hang-ups, which can occur in hiring practices involving large formal organizations.
- The latent biases of employers to indigenous workers that often crop up at the eleventh hour after all formal steps have been taken to qualify workers for employment and all other hurdles of the job development process have presumably been successfully surmounted.
- The need of indigenous applicants for "instant employment" after the training stipened is used.

All these factors were abundantly in evidence, as examination of the job placement dimension in the training programs reported in Part II reveals. For example, the application procedures the aides and interns had to follow in order to qualify for counselor jobs in the Department of Welfare were enormously ponderous and complex. If the job developer had not assumed essentially an advocate role, the candidates would more than likely have waited excessively long for appointment. In another instance, blanks for the intern counselor examination were lost in mail transit and for a time it appeared that all hiring would be suspended. Through the vigorous efforts of project staff, agreements were reached to hire the interns in the lower position, which didn't require a written examination, until the examination could be given. In the school aide program, as indicated earlier, the project staff had to intercede with the school system when several aides were suddenly discharged shortly after they were hired.

The project's placement "batting average" was high. Eighty-five percent of aides who completed training were placed within two days to two weeks after training in jobs established for them.[13] All of the previously mentioned functions in the project's job development effort influenced the high rate of success. Nevertheless, it was due in no small measure to the assertive advocacy role that staff played on behalf of the candidates with the employing systems in relation to placement.

Process Highlights

Both the IYS staff and personnel of prospective employing agencies were involved in the job development process. IYS personnel at all levels of responsibility at one point or another assumed certain job development functions. Likewise, in the employing agencies, individuals at the executive, middle-managerial, and practice levels were, at various times, involved in exchanges with the project staff in terms of the job development of a particular project. The aim in all instances was to try to effect the maximal impact on a particular agency through the widest possible involvement of the key agency personnel who conceivably could influence, either formally or informally, the establishment of job roles that were desirable from the point of view of New Careers philosophy. The job development process, therefore, was a fluid one and necessitated flexibility in role and function of all personnel in the project.

More specifically, initial contact and discussion during the early stage of the job development process tended to occur at the executive level, when initial agreements between trainee and employing agencies were reached. Negotiations then tended to shift to the middle-management or supervisory level. At this stage, supervisory staff in the training agency and their counterparts in the employing agency (i.e., program directors and program coordinators) met for what were often extended periods to hammer out the specifics of training programs. Tentative job definitions were formulated at this stage. Finally, line staff in both systems were brought into the process. Their participation was generally related to filling in the details on the program outlines that had been hammered out by the supervisory staff. Once the training was under way, the line staff continued to meet on a regular basis, modifying the program where necessary.

In two training programs undertaken (for teacher aides and recreation aides), a training liaison person had been appointed by the employing agency to maintain continual contact with training staff and to assume major responsibility for the hiring of trainees at the completion of the program. In the teacher aide program, his position, as initially perceived, was to provide continuity and contact from the training phase through the employment period, and to expedite the process of aide position institutionalization. His familiarity with the training program, it was felt, would also enable him to establish an inservice training program, to continue where entry training left off. The liaison person in the Recreation Department training program performed slightly different functions. His primary role was to serve as agency counterpart to the training coordinator by coordinating agency training activities. He also served as agency advocate for this program and played a significant role in ensuring the trainees' employment at the completion of the program. In both instances, the function of the liaison person proved invaluable to the training operation.

The interactions of training and employing system personnel constituted a vortex of personality and ideological factors both inimical to and supportive of program goals. Furthermore, the fluidity of process was also influenced by the experimental nature of the program and the absence of firm policy guidelines. All this contributed to a high degree of informality despite the substantial quantity of structured mechanisms for conversation, feed-back, and decision-making that were established in the various programs.

Summary

In summary, the job development effort in the New Careers project succeeded in demonstrating that:

- A supply of nonprofessional jobs not previously available to disadvantaged youth and young adults could be established in a broad range of human service occupations.
- Hiring practices of employing systems could be modified to ensure placement of the trainees in the jobs.
- Agency motivation for establishing jobs for nonprofessionals was primarily dictated by the needs for manpower maintenance or enhancement, whether the agency was change-oriented or tradition-oriented.
- Nonprofessional roles at this juncture are evolving, rather than static. Role content is general and elementary, with a strong emphasis on rendering concrete services.
- Status of nonprofessional roles at present is largely marginal and experimental rather than central and institutionalized; however, despite this limitation, the vast majority of trainees are still employed.

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[13] See Part II for statistical details on job placement and job retention.

- Job eligibility standards could be modified to permit entry into public service of those who were previously barred because of traditional and excluding criteria with respect to formal education, work experience and criminal records.
- Promotional and career opportunities were not formally developed, although a sensitization process with human service agencies about the desirability of these opportunities was initiated.
- Professional staff reacted to the introduction of aides and interns in positive and problematic ways. No formal redefinition of their roles was effected, however, and the principal function that emerged in the professional role was the supervisory aspect of training nonprofessionals.
- Nonprofessional salaries were beyond the poverty watermark, but generally fixed at the unskilled, rather than white-collar worker level.

Issues

The outcomes just outlined raise a number of issues pertinent to job development in this project in particular, and to other New Careers projects in general.

1. How much change in the work system of human service agencies can be effected, given the limitations in time, money and other resources within which the New Careers project operated?

Job development, as undertaken by IYS, was a mission directed to transforming prevailing work systems in human service agencies to opportunity systems that would be responsive to the needs of the disadvantaged for socialization or resocialization through work. This involved creating or establishing jobs that were permanent in nature, provided opportunities for advancement, had decent salaries, and offered chances to perform meaningful tasks that would enhance the dignity of the employee and render a service to the community. A number of factors mitigated their realization. Two crucial elements were time and money. The project was a time-limited program. In eighteen months, we were committed to undertaking job development, placement, and training for 240 individuals. This required a telescoping of the job development process. The time limitation posed constraints on our capabilities to extract job commitments from the agencies and the capacities of the agencies to become committed within such a short period. Most of the agencies were operating on budgets that were fixed for the following year. In those instances where the following year's budget had not been defined, an agency was still hard put to commit budget positions without knowing the total size of its budget or appropriation. Thus, a major reality affecting job development was that we couldn't control the allocation of the resources of time and money that would make the desired jobs possible. To state it another way, job development, as it was implemented by IYS, entailed the use of such "soft" resources as advocacy salesmanship and education. On the other hand, successful job development was primarily dependent on agencies' capacity to acquire and manage the "hard" resources.

Here are some suggestions for dealing with the time and resource issue, which should be considered in future planning with respect to job development.

a. Additional funds should be appropriated and allocated to enhance job development by bringing it more into line with resources available for training.
b. Increased time should be provided in training contracts to enable achievement of job development goals.
c. Incentives should be provided to employing agencies to reorganize occupational structures in accordance with New Careers objectives through the mechanism of reasonable time-limited federal subsidies.

2. How much change is feasible in the work systems of human service agencies in view of the nature of initial resistance to change?

In seeking to further the objectives of job development, the project encountered a complex and stubborn set of resistances, which included:

a. The latent tendency of agencies to view the nonprofessional in terms of organizational need, rather than career needs of the trainees;
b. The enormous "Kafka-like" labyrinth of bureaucratic procedure that governed job classification and certification – particularly in relation to civil service regulations;
c. Reflex defensiveness of professionals to relinquishing traditional prerogatives and functions, and
d. Concern over the possible threat to standards of service, and persisting misconceptions about the trainees who were frequently viewed and treated as clients rather than workers in training.

The number and quality of these and other resistances forced the project staff to focus efforts on obtaining and stabilizing entry jobs for trainees rather than on establishing career development patterns. In other words, goals had to be adjusted to the reality of resistance. This suggests that a more feasible planning approach to implementing the career aspect might involve a two-stage effort, the first consisting of efforts to develop and stabilize entry positions – the short-range objective, the second, devoted to establishing a career pattern that would be continued subsequent to entry training and for a considerable time thereafter.

3. What should be the locus of the major job development effort in a New Careers Program?

In this project, job development was initiated and sustained by IYS, which also performed the major training function. There were a number of positive aspects to this arrangement. It ensured the presence of a relatively homogeneous, like-minded staff committed to New Careers goals. As an experimental program within a university setting, it was possible to operate with considerable flexibility. On the other hand, we were essentially outside the decision-making process of the employing agencies, and we had no sustained direct influence over their resources or staff, particularly after a training program was concluded.

It is unlikely that any one structural model is the ultimate answer to successful job development in New Careers. Rather, at this early stage, further experimentation with alternative structures is indicated. At least two approaches should be tried: (1) placing the job development function within the employing agency and the training function in an external community agency, with mechanisms for coordination and communication, and (2) consolidating training and job development within the employing agency. Either of these approaches should, in the case of public agencies, involve the active and sustained participation of agency personnel officers, civil service job classification and certifying personnel, and members of local educational accrediting systems.

4. How can staff competency in New Careers job development be developed?

At this stage, job development techniques and methodology are in the realm of primitive art. All of us in this project shared a common interest, enthusiasm and commitment to the task of effecting major organizational change. These were basic ingredients and must be present in any program of this kind. However, our "cause orientation" needed to be supplemented by new knowledge and skills in such areas as social planning, occupational sociology, dynamics of large public agencies, interorganizational exchange and many other of the so-called "hard" social science content areas. We learned by doing, individually and collectively, often via the trial and error route.

Given the tremendous increase in New Careers programs nationally, which will far exceed the small pool of "veteran practitioners," it is likely that for the immediate future at least, improvement in job developer skills will continue to take place in the crucible of actual experience on the job. Nevertheless, some approaches, such as the following, should be considered in the interest of more effective job development practice:

a. Project administrators should schedule planned and continuous staff development sessions in which the "mysitique," seminal theory, method and strategies of job development in New Careers should receive prominent attention. This should involve, whenever possible, the use of consultants with expertise in occupational sociology, public administration and planning.

b. There is, too, a wide gulf between the "cause-oriented" New Careers job developer and the "hard-nosed" personnel manager in the employing agency. Neither represents the fountainhead of wisdom in this uncharted area, but each can learn a lot from the other. What is needed, therefore, are mechanisms such as workshops and institutes in which both sets of actors can share problems and information on job development issues of common and immediate concern. Interstices within programs will have to be found to allow for such exchanges on other than a crisis basis.

c. Funding agencies would be well advised to make provision in contracts for project staff development. The outcome of such efforts should then be disseminated to other programs.

This then has been the picture of the purposes and outcomes of the efforts made in this project to develop jobs for indigenous nonprofessionals – the so-called "job-demand" side of the manpower equation. The ensuing section deals with the "supply side" – namely, the recruitment, selection and training of the aides and interns.

Chapter III

recruitment and selection

In planning and operating a comprehensive work-training program for the disadvantaged, recruitment and selection must be considered interrelated functions of a process that reaches and serves a designated target population. Because selection criteria should govern the recruitment procedures, these functions should be regarded as integral elements in the program. Indeed, in the absence of a recruitment and selection strategy compatible with over-all program objectives, the program may not serve the population for whom it was intended. Although most work-training programs intend to reach and serve the disadvantaged clientele or the "hard core" who are least likely to voluntarily use the opportunities, they have actually tended to exclude this population because of the restrictive selective criteria or limited recruitment strategy used.

selection criteria

In order to avoid the tendency to select those applicants most likely to succeed, the Institute for Youth Studies adopted as policy the inclusion of such groups in the poverty population as unmarried mothers, delinquents, dropouts, and the erratically employed and the unemployed. The inclusion of these groups was ensured by using only minimal selection criteria:

Criteria for aides[1]

1. Completion of application form.
2. No current criminal case pending before the courts.
3. No communicable disease.
4. No gross physical defect.
5. If school dropout, must have been out of school for at least one year.[2]
6. Age range: 16-21.

Additional criteria for interns[1]

1. Unemployed or underemployed.
2. Total of 300 days of employment.
3. High school graduate.
4. Age range: 22-30.
5. Knowledge of socially and economically disadvantaged population.

In practice, however, a combination of factors tended to impinge on these selection criteria, so that in effect different criteria were applied to different programs. Sometimes, for example, an agency insisted on criteria more consistent with its personnel policies and program requirements, and at other times, the criteria were tailored to research needs such as testing the relationship between certain criteria and successful work performance.

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[1] In developing plans to train 200 human service aides, IYS met the inevitable manpower shortage of skilled training staff with a unique solution. Because of this shortage and a belief in the capability of indigenous youth leaders, a group of counselor interns was trained to perform staff functions. To this end, older indigenous persons were recruited from the same population as the aides. However, a conscious effort was made to recruit from a different stratum individuals who were upwardly mobile and who had some education and work experience, in order to produce a socially integrated trainee group. Thus, the minimum criteria listed above were developed for the counselor intern group. Criteria were designed to fall within general MDTA regulations pertaining to age, employment and status in family.

[2] MDTA regulations at that time required that high school dropouts could not be eligible for the program unless out of school for one year. This regulation has subsequently been eliminated.

For example, one agency (Welfare Department) stipulated that the trainees must be male and high school graduates. Two other agencies (Travelers Aid and the Consumer Action Service of the local CommunityAction Program) required that the applicant live within the area served by the program.

With respect to the research requirements, two programs used the original minimum criteria but included additional criteria related to research needs. For example, one program (for counseling interns) attempted to select trainees on the basis of applicants' performance in a simulated group interaction. The applicants were rated either high or low risk; trainees were selected from both of these groups. In another program (Baker's Dozen Mental Health Aide Training Program), all applicants were assigned to risk groups on the basis of a psychiatric interview and a reading score, and trainees were selected from both groups.

Of the eleven agencies for whom aides were trained, only two (the school system and the National Capital Day Care Association) generally accepted and applied the original selection criteria.

recruitment procedures

Although selection criteria were developed with the express purpose of "screening in" rather than "screening out" candidates, the recruitment sources utilized tended to be traditional ones. For example, there was heavy reliance on referral from other agencies, including the United States Employment Service, Neighborhood Development Centers of the Community Action Program, the Division of Vocational Rehabilitation and many private agencies in the community (Table 7). Perhaps the Probation Department represented the sole exception to the rather traditional referral sources used. The dissemination of public information (news stories, flyers, and posters) and word-of-mouth contacts were also important in bringing news of the program to potential applicants. In the main, however, our recruitment strategies tended to reach those with sufficient initiative to apply voluntarily for the program, thus heavily relying on the individual's self-referral.

Recruitment took place approximately three weeks to one month in advance of the program, and was conducted by IYS, the employing agency, or a combination of both. (For example, IYS recruited for the day care aide, counseling intern and teacher aide programs; the employing agency recruitment for the recreation aide program, and recruitment for the welfare aide and counselor aide programs was done jointly.) These differences in approach resulted from the attempt to accommodate agencies that wanted to be involved in the recruitment process.

Table 7
NUMBERS AND PERCENTAGES OF TRAINING PROGRAM ENROLLEES, BY SOURCE OF REFERRAL

Source of Referral	Trainees	
	Number	Percent
Governmental, Private, Community Agencies*	72	55.0%
Public Media and Word of Mouth	17	13.0%
Other Institute Staff or Programs	10	8.0%
Other	2	1.0%
No information	31	23.0%
Total	132**	100

*Includes the local Community Action Agency (UPO), U.S. Employment Service, Vocational Rehabilitation, Urban League, and a number of private agencies.

**This figure does not include 36 trainees enrolled in programs after January 1, 1967.

selection procedures

In most programs, the selection process included three steps: the completion of an application form, a physical examination, and an interview. In some instances, the candidate's failure to keep scheduled appointments for either the examination or the interview was used to exclude him from consideration though this was not necessarily the intent of the procedure.

Both the application form and the physical examination provided information from which staff could determine whether or not the applicants met the minimum criteria. If they did not, they were immediately excluded from further consideration. However, in all programs the number of applicants meeting the criteria far exceeded the number of training slots available. Thus, it was necessary to devise a procedure for choosing among the qualified applicants, and a variety of selection procedures was adopted.

One such approach was to select at random from the total pool of acceptable applicants. This approach was used in two programs (for day care aides and teacher aides), and with some modification in two other programs (for counselor interns and at Baker's Dozen). In the latter example, the applicants were first assigned to risk groups on the basis of a performance assessment, and then selected at random from each risk group.

Another approach was to utilize the interview, generally used only for the purpose of gathering background data on the trainee, as a screening device. In two programs (for welfare aides and recreation aides), the interview became the major selection tool. In the welfare aide program, for example, the interviewer described carefully the difficulties in working with delinquents and dependents in institutions. Then, he evaluated the candidates' response to this and considered it in choosing trainees. In the recreation aide program, applicants were interviewed three times by five different persons in order to assess their attitudes, stability, and social relationships.

In other programs, the pool of applicants was reduced by establishing a system of priorities for selection. Preference was frequently given to male applicants since more females than males applied. Trainees who, for one reason or another, had to terminate their training were given priority in succeeding programs.

The pattern of agency involvement in the selection process ranged from no participation at all to participation in both preliminary selection procedures and final decision-making. Two institutions, the Day Care Association and school system, accepted IYS selection criteria completely and were not involved in any aspect of recruitment or selection. The Welfare Department asked only to screen applicants with a previous record in order to determine if their record would bar them from employment under Civil Service Commission rulings. Another agency, the Recreation Department, both recruited and selected its trainees using IYS criteria as a baseline. The agencies under contract with the local poverty program, Travelers Aid and the Junior Citizens Corps, made the final selection from either IYS-referred candidates, or from those recruited by the agency.

characteristics of trainees

A total of 132 youth and young adults were selected for training in the nine individual training programs considered in this report. They ranged in age from 16 to 35, though 89 percent of them were under 26 years of age. Almost two-thirds were married, and the male-female ratio was nearly six to four (58 percent to 42 percent). The male-female ratio for individual programs, however, did not always reflect this proportion. In the teacher aide program, for example, the training group was predominantly female, while in the Welfare Department training programs the group was exclusively male. All but two of the trainees were Negro. Just over half of the trainee population had been born in the District of Columbia, though, at the time of application of the program, almost all were residents of the District. More than nine-tenths of the group had had some previous employment experience, though at the time of application only seven percent were working. Thirty-nine percent were high school dropouts. The two major reasons for dropping out were (1) trainee's financial situation and need to support either self or family, and (2) marriage or pregnancy. These two reasons were given by almost 60 percent of the trainees who were dropouts. Sixty-five percent of the population had had no encounters with the law, though 35 percent had had from one to five encounters. The nature of the offenses ranged from simple misdemeanors to attempted robbery, burglary, house-breaking, simple assault and assault with a dangerous weapon.

The educational attainment of the trainees' parents was also quite limited. At least forty percent of the trainees' mothers had less than a high school education, while 23 percent were high school graduates. Twenty-eight percent of the trainees' fathers had less than a high school education, and 12 percent were high school graduates. In both instances, however, there was a large number for whom no information was available. The majority of the parents were employed in the unskilled or semiskilled occupations, and there was also a substantial number of parents who were disabled, retired or unemployed.

The profile of the trainee group can thus be summarized as follows: Trainees were young, in their late teens through the early twenties; most were married, and many had children. A number had some kind of juvenile police record, and two-fifths had not completed high school. Their horizons were limited. Most came from families that were economically marginal, and the educational attainment of their parents was limited. Although a large majority of trainees had been previously employed, the work had been primarily unskilled or semiskilled. Many of the females had worked as counter girls, baby-sitters and clerks, and the males had worked as messengers, construction workers, stock boys and delivery men. The following three profiles will provide some illustration of the types of trainees selected, and their response to the training program.

A Counselor Intern

X was a 29-year-old Negro female. She came to the counselor-intern program with a high school diploma and two years of work experience attained as a stock-manager, a salesgirl in a 5&10¢ store, and a volunteer worker in a school lunch program. Both her parents were employed and religion was a dominant theme in her home.

X was an attractive young woman, but extremely shy. She was unable to enter into friendships with either female or male trainees. She held herself aloof from the others, was tense and uncommunicative and reacted with real defensiveness when others sought to include her in informal joking conversation. She presented herself as a person with a rather rigid moral code and was very conscientious in her responsibilities at work and in the classroom in terms of arriving on time, completing reports and assignments, etc.

In training, X adopted a deferential role with supervisors and instructors. She rarely spoke up in discussions and never disagreed with or questioned what was requested or taught. She gave the impression, because of her shyness, of being easily frightened and intimidated. When criticized by her supervisors or instructors, she tended to withdraw into silence, and at times resorted to tears.

For her on-the-job training placement, X was assigned to the Urban League employment program in which she was to function as an employment counselor — interviewing clients and making job referrals. As she became familiar with her job and acquired knowledge about the agency, a whole new dimension of X's ability became apparent. She reacted to her clients in a supportive and confident manner. Her approach was directive, consistent and showed considerable initiative. She followed through with clients, to the point of tracking them down in their homes and neighborhoods in order to encourage them to complete referrals and keep appointments. She made constant calls and visits to employers and community agencies to intercede on behalf of her clients. Her OJT supervisor gave her an excellent evaluation and because of her demonstrated ability assigned her a specialized case load of "hard-to-reach" clients, with whom she achieved significant success. Her success on the job, however, did not alter her behavior in training. What became clear was that when placed in the role of a helping person, and trained to offer constructive services, she responded as a competent, confident and capable worker, in contrast to the shy, dependent and hostile stance she maintained as a trainee.

A Teacher Aide

A was an 18-year-old Negro male who had completed the ninth grade in school. He had worked previously as a porter, and was referred to the program by UPO. He had a previous record of delinquency involving housebreaking.

A's family consisted of two older and two younger siblings. His father was deceased and his mother worked as a job counselor at UPO.

A's participation in the program was marked with frequent absences and latenesses. He appeared to be rather casual about his work responsibilities though he presented himself as a man seriously interested in his job and the attendant training. He dressed well, was extremely verbal and quite popular with the trainees. As the program progressed, staff learned that his mother was a heavy drinker and, on occasion, A was absent because he was searching for her in the neighborhood.

On the job, his work was highly regarded by his supervisor. Most of the complaints centered around his absences and lateness. When confronted with his poor attendance, he played the role of the repentant sinner. Improvements in behavior were, however, short-lived. One of A's siblings had been in a previous program and, as a result, A felt that he knew the system and how to play it.

When informed during the program that he was on a probationary status, his mother came to intercede in his behalf, requesting a second chance for him and promising his reform. Because of his continued inability to adhere to minimum attendance regulations, however, it was decided that he would not be eligible for a certificate attesting to successful performance in training. He was, however, told by staff that he could apply for a teacher aide position on his own, even though IYS could not recommend him. This he did, was employed, but was terminated several months later because of his poor attendance.

A Welfare Intern:

Typical of many of the applicants over twenty-one years of age, J had served time in prison. He applied for the program two weeks after his release from the Youth Center at Lorton on the recommendation of his parole officer. At the time of his application to the program he had three years of parole time to serve.

While in prison, he completed his high school education and received an equivalency certificate. He also learned bricklaying and was active in the Youth Center inmate council.

J came from a large Negro ghetto family. His father was a janitor and his mother did day work. Several of his sisters had illegitimate children, none of his siblings was working at a regular job, and all had done poorly in school.

J had a history of delinquency as a youth. He had been a "student" at Maple Glen, the institution for younger delinquent boys where he was placed for his first OJT experience. Several of the staff remembered him as a bright youngster, but a tough and impulsive one. They weren't surprised that he had served time again. One of J's brothers was serving time at a Welfare Department institution for older delinquent boys.

He had married at 18 and had one child before going to prison. When the program started, he was living with his wife and child. He spoke of wanting to leave his wife and several times during the program he left his home for a few days.

His participation in the training program showed him to be highly capable in work with delinquent youth and very interested in learning during the classroom sessions. As the three-month program neared completion the staff consulted the personnel office of the Department of Public Welfare. We learned that the practice of the personnel office would require J to first complete his training and then be evaluated further as to suitability because of his parole status. The staff was convinced that J was

Table 8
CHARACTERISTICS OF TRAINEE POPULATION

Characteristic	Number of Trainees	Percent of Trainees
Age*		
16-17**	5	4.0
18-19	36	27.0
20-21	50	38.0
22-25	27	20.0
26-29	9	7.0
30 & above	5	4.0
TOTAL	132	100
Marital Status		
Single	41	31.0
Married	84	63.0
Separated	7	6.0
TOTAL	132	100
Sex		
Male	77	58.0
Female	55	42.0
TOTAL	132	100
Race		
Negro	130	99.0
White	2	1.0
TOTAL	132	100

Characteristic	Number of Trainees	Percent of Trainees
Birthplace		
D. C.	72	55.0
Outside D. C.	54	40.0
No Information	6	5.0
TOTAL	132	100
Previous Employment		
Yes	123	93.0
No	9	7.0
TOTAL	132	100
Employment Status at Time of Application		
Working	10	7.0
Not working	118	90.0
No information	4	3.0
TOTAL	132	100
Education		
High School dropouts	52	39.0
High School graduates	80	61.0
TOTAL	132	100
Encounters with Law		
No Encounters	86	65.0
One Encounter	24	19.0
Two Encounters	11	8.0
Three or More	11	8.0
TOTAL	132	100

*Age is computed to the nearest birthday within six months of the month and year the training started.

**One girl claimed to be 18, but was only 15.

an excellent candidate and pressed the department to reconsider its usual procedure in order not to lose him, since he was planning to look for a job as a bricklayer because he could not afford to wait for a review.

The assistant institutional administrator of Maple Glen, J's OJT supervisor, had known J as a student-inmate of the very institution in which he performed so capably, and wrote him a letter urging him to continue in the program. At the same time, a speed-up of his application review was conducted and J was called to report for work two days after the rest of the group was sworn in.

He worked as a counselor aide for one year. The first time he took the GS-4 counselor exam, he failed to pass. Recently he tried again and passed. He is presently working at Junior Village. He has also worked out his family problems and is living with his wife and child.

strategies

In retrospect, an examination of the recruitment and selection strategies uncovers several shortcomings. One stems from failing to understand recruitment and selection as interrelated functions. As a result, recruitment strategies were not specifically tailored to achieve selection goals. For example, when the intent was to select only the most disadvantaged, recruitment efforts should have been focused on sources most likely to produce this kind of population. Instead, the program's reliance on traditional recruitment sources resulted in reaching the "reachable." Hence, most applicants were self-referred persons who responded to the recruitment efforts and presented themselves to fill out an application. Also, a sizeable number of trainees were people who had had previous experience in applying for jobs, and a number of those applying were in fact already employed.

There is much evidence to indicate that the difficulties faced in developing strategies appropriate to the experimental nature of the program have been faced by other experimental programs as well.[3] In spite of this program's goals and the staff commitment to succeed where others have failed, the lack of knowledge to help chart the directions often created insurmountable problems. With this information gap and the pressures to get programs started, staff members frequently turned to familiar and thus easier ways of operating, regardless of whether they were functional to program goals.

Once recruitment was completed, the staff faced another dilemma: adapting criteria intended to "screen in" candidates to an employing agency's personnel and program standards. Although considerable effort was spent explaining the experimental nature of the program to employers, this was not always successful. As a result, IYS was sometimes free to select the "most disadvantaged" candidates only insofar as the agency would concur with this approach.[4] When this agreement, for any of a number of reasons, was not forthcoming, two choices were available: (1) to adhere to the original criteria and take the risk that the trainees might not be employed at the completion of training, or (2) to modify criteria in order to insure employment for those successfully completing training. The staff's commitment to the trainee population necessitated the more conservative and less risky approach, with the effect that more restrictive criteria were frequently adopted and a process of "creaming" the applicant population frequently ensued.

In addition, the eligibility requirements built into the MDTA legislation sometimes operated to make otherwise eligible candidates ineligible for the program. The requirement, for example, that applicants for the intern program had to have completed a total of 300 days of previous employment operated to exclude the "hard-core unemployed" from consideration. The regulations governing eligibility for training stipends, as well as the amount of the stipends, also excluded from consideration those either ineligible for stipends or unable to exist for the duration of training on the stipends provided.

Furthermore, the research requirements of this experimental program necessitated some variation in selection criteria. In order to facilitate testing the relationship between past performance, as indicated in previous employment history or school record, and success in training, it was necessary to study both those who met the minimum criteria and those who were considerably better qualified. Thus, many applicants were included other than "hard-core" disadvantaged.

Along with the obvious and identifiable factors governing selection criteria, there were latent and more elusive ones. The impact of the attitudes and values of staff members who were involved in recruitment and selection undoubtedly were significant in affecting outcome. For example, some staff members had initial difficulty in establishing rapport with this population, and others had middle-class attitudes that prejudiced their judgment. Still others had conflicts in choosing, among applicants in severe economic need, between those who seemed interested and motivated in human service work, and those who appeared to be defiant or indifferent.

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[3] Herman, Melvin and Stanley Sadofsky. *Youth Work Programs: Problems of Planning and Operation.* Center for the Study of Unemployed Youth, New York: New York University Press, 1966.

[4] See chapter on job development in which the problem of selling employers on high-risk population is described in detail.

The dilemmas intrinsic to the recruitment and selection process proved to be the recurring questions and conflicts of the program. The form of the questions may have varied in different facets of the program, but their substance remained unchanged. For example, since this was a combination experimental-demonstration program, there were divided opinions about whether demonstration or experimentation would take precedence. The two need not be complementary, particularly when demonstration connotes "show that it can be done," while experimentation offers leeway for failure as the price of pursuing knowledge. When the pressure to succeed was great, the liberty to experiment and risk failure was limited. In recruitment and selection terms, this sometimes meant "creaming" (or selecting the best qualified in terms of normal recruitment procedures) rather than "reaching out" to those with less demonstrable qualifications.

conclusions

Although a number of different methods of selection were used – ranging from rigorous screening and successive interviews to random selection – no one method appeared significantly more successful than any other (Tables 9 and 10). The rate of termination or attrition was highest in the Welfare Department training programs, where individual interviews were used for selection. However, the operation of this program posed unusual difficulties, and the attrition appeared to be more a result of program difficulties than of screening methods. Furthermore, though there was considerable variation in selection criteria used, no set of criteria appeared more predictive of success in training than any other. Program dropouts were about equally divided between high school dropouts and high school graduates, and between those with previous delinquencies and those with no pattern of previous offense. Even past employment experience made little difference in the likelihood of the trainee's completing training, for though 85 percent of the program dropouts were those who had had previous work experience, there were nine times as many trainees with previous work experience as without (Table 11).

Table 9
NUMBERS OF TRAINING PROGRAM DROPOUTS AND GRADUATES, BY METHOD OF SELECTION

Method of Selection	Program Dropouts	Program Graduates	Total
Random Selection[1]	11	63	74
Agency Choice from IYS Criteria[2]	2	10	12
Individual Interview[3]	12	19	31
Group Interview[4]	1	14	15
TOTAL	26	106	132

[1] Includes enrollees selected for Geriatrics, Mental Health, Preschool, and School Aide training programs.

[2] Includes enrollees selected for Recreation Department and UPO Aide training programs.

[3] Includes enrollees selected for Welfare Department Counselor Aide and Intern training programs. The agency concurred in the selection made by IYS staff on the basis of individual interviews. This program made a determined effort to select the best from the available pool of applicants; nevertheless it had the highest dropout rate.

[4] Includes Counseling Interns. These were high school graduates over 22.

These findings indicate that, in experimental programs such as these, there is some justification for pursuing a "screen-in" policy of selection rather than one seeking to more judiciously select its candidates. In the absence of criteria demonstrated to be related to successful performance, selection criteria may be based on biases that "lock out" the disadvantaged from access to opportunity. These findings seem to indicate that the "hard-core" group is not as homogeneous or easily identifiable as its label implies.

Table 10
RATIO OF TRAINING PROGRAM DROPOUTS TO GRADUATES, BY METHOD OF SELECTION*

Method of Selection	Ratio of Program Dropouts to Graduates
Random Selection	.17
Agency Choice from IYS Criteria	.20
Individual Interview	.63
Group Interview	.07

*These figures indicate, for example, that among the trainees chosen by random selection, there was .17 trainee dropping out of the training program for every trainee who completed it.

Table 11
TRAINING PROGRAM DROPOUTS AND GRADUATES, BY SELECTED SOCIOECONOMIC CHARACTERISTICS

Socioeconomic Characteristic	Training Program Dropouts (N=26)		Training Program Graduates (N=106)	
	Number	Percent	Number	Percent
Education:				
High School Dropouts	11	43	41	39
High School Graduates	15	57	65	61
	26	100	106	100
Employment:				
Not Previously Employed	4	15	5	5
Previously Employed	22	85	101	95
	26	100	106	100
Delinquency:				
Delinquency Charges	12	46	34	32
No Delinquency Charges	14	54	72	68
	26	100	106	100

Chapter IV

the training model

The development and operation of the training program reflected the range of approaches proposed by staff representing a cross-section of the social science disciplines. The staff involved in the early stages of program definition and planning held varied points of view about the program's purpose. Some saw it as a manpower program aimed at providing training and jobs for those previously "locked out" of such opportunity. Others saw it as a program of social rehabilitation through meaningful work, with the training group serving as the medium through which this rehabilitation would be sustained. To others, it was a means for examination of present occupational structures, resulting in a more rational distribution of personnel. Still others regarded it as a technique for hastening change in the established pattern of institutional service, with the trainee or nonprofessional the "agent provocateur" of such change.

The program, as it evolved in operation, reflected this richness and diversity of influence. Reflected in the training program was a working consensus of these approaches and goals, which were in turn further refined as their realism and applicability were tested throughout the program.

Job development, the foundation of the program, was the requisite first step for launching the training effort. The job definitions hammered out during the job development process provided the framework for establishing training goals and for mapping out strategies and procedures. The employing agencies' personnel requirements influenced recruitment and selection, and the nature of the job influenced the content of both the on-the-job training experience and the specialty skill instruction.

On-the-job training gave the trainee the opportunity to make concrete his learning through doing and performing, and at the same time, to demonstrate his capacity and potential for meeting the agency's expectations. Opportunity to master the skills and knowledge needed for adequate job performance, as spelled out in his job definition was provided in *specialty instruction. Remediation* was provided in order to help the trainee develop the basic skills necessary for maximal learning experience and effective performance on the job. The *core group* was the medium through which the trainees were helped to assimilate the values and expectations of the world of work, and to relate their problems and experiences to those of their fellow-trainees and the broader community. It was also the conduit for creating modifications in the training curricula which were relevant to the demands of the job. In this sense, the core group served as the central and unifying factor in the training program. The group drew its reason for being from the other program components, using them as stepping-stones to abstract and generalize the trainees' specific experiences into broader concerns and issues. This entire approach was designed to exploit the potential of the group as a forum for engaging and involving the members in the opportunities for learning provided by the other program components. The core group was thus the major factor in ensuring a programmatic integration between learning and action.

The individual components of the training model were seen as part of the whole. Each had an integrity of its own, but at the same time it was interwoven, interrelated and dependent on the other components. Problems in one component created reverberations in others, and no component could function smoothly if trainees were experiencing difficulties in the others. This chapter is intended to deal with the individual program components, providing a statement of goals, a description of process and, wherever possible, an analysis of outcomes.

the core group

The core group was conceived as the central component in the training program and designed to involve everyone in a continuing examination of program goals, content, and effect. It was envisioned as serving as the major channel of communication and liaison among the training program components, and between the training organization and the employing agency – thereby ensuring an integrated program relevant to the employer's requirements, the trainees' needs, and the training agency's expectations. It was formulated in an attempt to provide a medium through which the trainees could deal with problems or concerns – whether psychological, social, personal, or job-related – that might impede their successful participation in the program, and to help them relate to broader community, personal and work issues.

In addition, the group was seen as potentially creating a peer and reference group for the trainee to facilitate his transition from unemployment to the world of work, as well as a group able to deal with trainee attitudes and behavior that were dysfunctional for work. Thus, it provided a framework in which the trainee might acquire an understanding of the approaches, attitudes, and commitment appropriate for work in the human service field, as well as a medium for instruction in basic areas of information related to it.

Although the goals of the core group were clear, there was little unanimity as to the means for achieving these goals. Consequently, the functioning of a particular group was subject to individual interpretation and variation. The absence of a fixed curriculum was purposeful in order to provide the group with maximum flexibility for dealing with pressing individual or program issues. The core group both affected and was affected by various program components and by the variations observed in the different training efforts. As a result, the group took part in the continuing process of program examination and development. At the same time, it made possible trainer-trainee exchanges on issues of mutual concern or interest. In addition, the core group was directed to maximizing the trainee's potential for employment both in the immediate job available to him, and in the general field of human service as other opportunities became available. The two vehicles for achieving these goals were the group and the curriculum.

The group acted to strengthen and reinforce behavioral change. The emphasis on the group was based on the assumption that a young and delinquency-prone population would not be able to sustain acceptable behavioral patterns and/or appropriate attitudes toward work without a reference group that would support and reinforce this change. The group would thus provide a counter balance to the asocial or antisocial influence of the trainees' "street groups."

The core curriculum, which consisted of basic concepts and areas of knowledge related to work in the human services, was developed for the most part in response to the trainees' interests, as they were stimulated by the trainers. It was up to the leader to explore the trainees' day-to-day experiences, to supplement discussions as they arose, and to develop or discover new themes. This, it was hoped, would make the material relevant to the trainees and stimulate their participation, learning and involvement.

Because the core group was directed to maximizing the trainees' employment potential, most of its activities were focused on areas related to the trainees' work role. It provided a setting in which the trainees' behavior and attitudes concerning work could be examined, in which their current functioning on the job and as future employees could be discussed and analyzed, and in which they could acquire knowledge and understanding of the concepts, problems and issues generic to human service work. At the same time, this emphasis on the work role provided a linkage to other elements of the program. With these concerns as foci the content of core group concentrated on:

1. The desirable attributes of an employee – those characteristics that make one employable, such as consistent punctuality, acceptance of direction and supervision, relating to and dealing with one's fellow employees, acceptance of responsibilities, showing initiative, adapting to bureaucratic demands, and learning to cope with ambiguity.
2. The trainees' functioning and performance on the job, and other employment-related issues, such as examination of trainee job roles and evaluation of their performance and behavior; problems related to pay, working hours and

conditions, supervision, and agency expectations; qualifications for upward mobility, and the reality of the employment situation.

3. A generic human service curriculum, including such topics as poverty, its impact on the poor, the nature of the community, community social welfare services, Negro history, community institutions, civil rights, and family planning.

core group model

Although there were major differences in the nature of the core groups in the various training programs, there were many similarities. Group size and frequency of meetings tended to remain fairly constant. The optimal group size was eight to ten trainees in order to insure maximal trainee participation, as well as to facilitate rapport between the leader and the group. This size also allowed for the infusion of sufficient issues and problems to provide for good group discussion and interaction.

The composition of the groups varied. Sometimes there was an even balance between males and females; in other instances, groups were limited to only one sex. There were both homogeneous and heterogeneous groups; in some programs the groups consisted entirely of high school graduates with no delinquency records, while both dropouts and graduates, with and without delinquency records, were included in others. As far as could be determined, there was no significant difference in group effectiveness or functioning as a result of a particular pattern of group composition.

Most groups met daily for about two hours. Although at times the trainees considered these daily sessions too lengthy and too frequent, the staff considered them necessary to ensure the rapid feedback of problems needing resolution. The staff also felt that a daily meeting would contribute to the development of group spirit and cohesiveness, the formation of friendship patterns among the trainees, and the development of a peer reference group.

core group leadership

The core groups were led both by professionals and nonprofessionals. The professionals were social workers trained either in case work or group work, an educator from an inner-city school, and a community action leader. Most, however, were inexperienced in the use of groups according to the method just described. The nonprofessionals, who were more diversified in both experience and background, ranged from high school dropouts to college graduates. Some were experienced in group therapy, while others, such as the counselor intern trainees, received special training in core group leadership. Nevertheless, though trained to lead core groups, they were inexperienced in conducting groups and were still in a training-apprenticeship role while functioning as core leaders.

leader's role

The core leader was the person who, in the context of the training program, would provide an on going relationship with the trainee. This relationship was unlike other relationships that the trainee might establish with training staff since it was neither supervisory nor purely instructional. Rather, the leader was an "educator," a person who served as group leader, counselor, teacher and role model.[1]

On a day-to-day basis, the leader met with the core group to help trainees focus on issues, problems, and questions related to their success on the job and to generalize from these into other related areas; to help them accept the group as a medium through which problems could be discussed and resolved; to encourage the development of a variety of coping strategies and alternatives to test out in the work experience; to assist them in developing a commitment to the program, and in identifying themselves as human service workers. The core leader also performed the function of transmitting information, policy, procedures, and guidelines to the training group. He served as the only staff person who had feelers out to all aspects of the training program and who could provide continuous feedback to the trainee, as well as to the training organization, the training staff and the potential employer. This work in a liaison capacity was regarded as an essential role in the program because it provided a major integrating link among the program components, and also between the training organization and the employing agency.

group techniques

A number of techniques were employed in the group to ensure that program goals would be achieved.

1. Confrontation: In a confrontation situation, a group participant (either the leader or a member) challenges another member with evidence of deviant behavior in order to force the individual to realistically reflect on and appropriately change his attitude or behavior.

For example, at a party attended by several trainees, one trainee got drunk and a scuffle followed. Police were called to break up the party. This incident of law involvement was discussed at a core session in order to stimulate the trainees to consider the implications and potential effect of the incident on their status in the training program, on their future employment, and on the reputation of the employing agency in which they were being trained and on their clients.

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[1] For a more detailed account of the role of the leader, see Beryce M. MacLennan and William L. Klein, "Utilization of Groups in Job Training," *International Journal of Group Psychotherapy,* 15, 4(October 1965), pp. 424-33.

2. Group Problem Solving: The group method of problem solving is one in which group members help each other identify and think through alternative solutions to a problem. This technique was used primarily to make the members aware of the multiple solutions and courses of action that exist for any problem. The use of this technique was based on the assumption that since individual problems were frequently shared by others, a collective discussion could be useful to the group. It was also hoped that involvement of the entire group in solving an individual problem could generate a feeling of collective concern and responsibility for the individual.

On one occasion, this technique was used effectively when a trainee, feeling that his supervisor's instruction to strike a child was in conflict with training program instruction, brought the problem to the group. In the course of discussing this problem, it became clear that this kind of conflict was more generally shared than had been initially realized. In examining more effective ways of working with children and how to handle this with one's supervisor, the group as a whole was able to benefit from a discussion of what was originally thought of as an individual concern.

3. Group Catharsis: This refers to the ventilation of feelings and perceptions about adjustment to work, to the training program, or to the larger society. This technique was frequently used to provide an opening for group problem-solving discussion, i.e., to involve the group in a serious consideration of the alternatives available to them and a resolution of the issue causing dissatisfaction.

When, for example, in one program, the trainees were suddenly informed that their post-training employment was contingent upon passing an examination, a general gripe session about the injustice of this requirement was turned into a fruitful discussion of the alternatives available to the trainees, and the steps to be taken to meet the agency's requirements.

4. Feedback: Feedback refers to an exchange of information between trainers, trainees and OJT supervisors on program issues. It provided continual clarification of program and job matters, which kept everyone informed on policy and procedural changes.

For example, in one program the core leader learned that the trainees were performing more menial tasks than those outlined in the job description. He brought this to the attention of the other training staff and OJT supervisors for clarification. Their explanations and the information they provided were discussed with the trainees.

model variations

As discussed earlier, the core group was the only program component in which there was no fixed or predetermined curriculum. Instead, it was operated under a general mandate to develop curriculum based on problems and questions related to the trainee's behavioral and attitudinal adjustments to the expectations of the world of work, and on the issues faced by the trainee, trainer and agency staff as the program and work role developed. To carry out this mandate, the core group was inherently flexible in reflecting the concerns of the leader, the members, and the employing agency. Consequently, though there were basic principles that dictated the operation of all core groups, the specific and unique functions performed by the core group differed in different training programs. These variations in core functioning resulted from the following factors:

1. Specific incidents involving trainees or trainers that had implications for the program.

In the recreation aide training program, for example, a recurrent theme in the group's discussion was the effect of after-work behavior on the trainee's continued involvement in the program and his eventual employment. This issue achieved primacy because both the core leader and a trainee were charged with illegal activities during the course of training.

2. The specific trainee needs or interests that were identified during the course of the program.

In the recreation aide program, the need for remediation was first identified during a core session, and the flexibility provided by the absence of a fixed curriculum allowed the group members and their leader to decide to utilize some core sessions for remediation.[2]

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[2] In other programs containing a remedial component, remediation was carried on as a separate and generally an optional activity. In this particular program, however, remediation was an outgrowth of a spontaneous request and a general recognition of the need to upgrade basic reading and writing skills.

3. The leader's ability.

> In the teacher aide training program, for example, core became the vehicle for articulating the need for changes in the specialty curriculum. The core leaders in this program were nonprofessionals completing their final phase of core leadership training, and felt timid, unsure, or too threatened by professional staff to criticize content in the specialty workshops. Thus, the leader's inability to perform this function created a vacuum that the core group filled by confronting specialty instructors with the inadequacy of the curriculum.

4. The age level of trainees.

> In the welfare intern training program, which included adult trainees between the ages of 21 and 40, behavioral patterns tended to be more rigid, more strictly defined and more sophisticated than was generally the case. The core group was used to feed back regulations imposed by the employing agency and the training staff. Thus, discussion centered specifically around trainee willingness to abide by the "rules" already set forth. The group then was used primarily as an extension of specialty skill training; and core sessions focused on the techniques of handling institutionalized youth and ways of dealing with the discrepancy between the institution's philosophy of treatment and its practice.

5. The employing agency staff's perceptions, demands and expectations of the trainee.

> In the mental health aide program, the trainees were viewed — at least in the early stages of the program — as clients in need of assistance, which would enable them to function as employees. Although this view was never explicitly stated, the training program served as a kind of sheltered workshop providing a work-training experience in a therapeutic milieu. The performance and behavioral expectations of the trainee-employee were never clearly defined and thus the trainee was evaluated in terms of his potential rather than in terms of his productivity and performance. Thus, one of the essential functions of the core group — helping the trainee cope with the employer's standards and expectations — became irrelevant in this program. In addition, because the program emphasized work-therapy, many of the counseling functions hitherto handled in core were relegated to individual counseling or therapy sessions arranged for all the trainees.

Most core groups, despite their multipurpose goals, were problem-oriented. A content analysis of reports written by core leaders indicated that almost two-thirds (62 percent) of the issues discussed during the core group meetings were focused on employment-related or training program issues. The generic human service curriculum, on the other hand, represented only four percent of the issues discussed during core sessions. Thus, although the conception of core incorporated a concern with issues basic to work in human service fields, as well as a trainee and program focus, most core groups actually dealt primarily with the latter. Several factors intervened to give core this predominant focus.

In the first place, the group was established in the context of a goal-oriented program, and a major concern of the program participants, both staff and trainees, was to ensure that enrollees would meet program requirements successfully and find employment at the program's completion. Thus, it was natural for core group activities to be concentrated on problems related to the trainees' success. In addition, most of the core leaders were inexperienced, and thus had difficulty in combining a problem orientation with an instructional or didactic focus. Supervision, for the most part, was directed at helping the leaders deal with day-to-day program-related problems, and consequently they received only minimal assistance in handling the generic curriculum. This, plus the absence of core curriculum guidelines, resulted in the leaders handling only those core issues that were within their job- and program-related competence.

discussion and implications

Making the core concept operational requires, as a minimum, that leaders be skilled not only in group management techniques but in areas basic to human service work as well. In addition, it is necessary to have a series of guidelines that define the core curriculum and the function of the group so that problem-solving becomes not the major focus, but one of several.

The core concept also needs to be defined and related to the particular population undergoing training. Our experience, for example, has indicated that not all trainees had difficulty in adjusting to work demands and to training agency requirements. For such trainees, therefore, a problem-oriented core group was significantly less important than for those who had difficulty responding to the demands of the employment situation.

Even though the core group in most programs was problem-oriented, the extent of behavioral change that was observed and attributed to core was negligible. The group, in fact, contained no magic for changing undesirable behavior. What the group could do was to introduce reasons why behavior should change, place pressure on the trainee to change his behavior, and inform him that his behavior was not sanctioned by the training agency. In the final analysis, however, the trainee himself had to make the effort to change. At most, therefore, the core group represented another pressure influencing the trainee to conform with desirable standards of behavior. Core was most successful in this endeavor when its position was reinforced by other program components and the employing agency. It was least successful when it was the sole advocate of change.

In addition, the core group served as an integrator and link between program components. The core leader was pivotal in this function because he was responsible for keeping the lines of communication open. Not all core leaders were equally effective in this function, however. In general, the nonprofessional core leader experienced greater difficulty than the professionally trained core leader in performing the liaison function. The status differential existing between the nonprofessional core leader and agency professional staff inhibited the core leaders and prevented them from relating to their agency counterparts as equals. Furthermore, since the nonprofessional core leader was not yet comfortable with his new status, he was not able to help trainees identify and cope with problems growing out of the professional-nonprofessional relationship. A qualitative comparison of the effectiveness of the professional versus the nonprofessional leader is blunted by the fact that generally both groups of leaders were inexperienced in the techniques required for skilled core group leadership. A few had had some experience in group work in recreation or community centers. But few were experienced in group counseling or in using techniques of attitudinal and behavioral change in combination with curriculum content.

Both the problem and the promise of the core group lie in its being a change-oriented component in a change-oriented program – subject to the same pressures, frustrations, and uncertainties that the overall program faces. By its links to the rest of the program, it consistently forces attention to be placed on real problems and issues, and creates a forum for dealing with their resolution consonant with the demands and challenges in the field of human service.

on-the-job training

The on-the-job training component, or OJT, represented the second major focus of the program, for it was this aspect of training that gave the program a sense of concreteness and reality. While providing the trainee with an immediate paid-work experience, it was also designed to involve him in the training. It was meant to show him that training did not exist in a vacuum, that it was linked to a real job, and that there was a pay-off and a tangible reward for his learning and his effort. In addition, participation in OJT gave him the opportunity to test and apply the skills that he was being taught in the other components, to measure his adequacy against the demands of the job, and to see the need for further learning and improvement.

OJT was designed to take place in the agency in which the trainee was to be employed after training. Supervision of the trainees was provided by participating agency personnel. The involvement of agency personnel in training from the inception of the program contributed, on one level, to increasing the agency's commitment to jobs for the trainees at the end of training and, on another level, served as a subtle way of orienting and introducing agency personnel to the concepts and philosophy of the training program. In addition, linking the training to a work situation ensured the relevance of the training curriculum, and at the same time provided an opportunity for a continual examination of roles defined for the trainees in light of their demonstrated learning capacity.

The OJT experience was composed of a number of interrelated elements, such as definition of the work role, specification of the work assignment, assignment of an OJT supervisor, and the development of liaison between evaluation and certification.

Generally, the trainee's job definition was reached through the joint agreement of training agency staff and employing agency personnel. Often, however, the goals of these two participating staffs were different. Training agency staff primarily played an advocacy role, advocating on behalf of a role or a job that would be meaningful for the trainee and that perhaps could launch him into a career in human service. Agency staff tended to approach the task of job definition in terms of the roles that needed to be performed and the nature of the agency's service. More often than not, compromises were made by both staffs. In general, the process of job definition entailed an eclectic approach – i.e., jobs for nonprofessionals were defined primarily by culling from the professional's role a variety of tasks that could be performed by the nonprofessional. The criteria for the selection of these tasks frequently boiled down to whether they could be performed by a person with limited education and skill. Where the role of the professional was well defined, as in the school system, the work assignment for the aide tended to be relatively structured and responsive to program needs. The attendant curriculum was therefore specific and emphasized clearly defined, concrete skills. On the other hand, when the role of the professional was itself innovative and in the process of development, as in the Baker's Dozen Mental Health Program, job descriptions for the aides reflected an assignment of clusters of task categories rather than defined responsibilities. The curriculum, therefore, emerged as theoretical and abstract. The nature and content of the OJT and related curriculum, then, was a direct consequence of the process of job development.[3]

work assignments

The specification of roles and tasks provided the base from which the training program was planned and the curriculum developed. The specification of tasks was followed by the specification of the agency's work assignments: that is, whether assignment to work stations was to be permanent or rotating, the amount of time to be spent on the job, and the physical provisions necessary to ensure adequate working conditions. The process of defining work assignments was generally initiated by the training staff. A sample job assignment, including job tasks, work schedule and place of assignment, was developed and submitted to agency staff for review.

The work experience was designed to be started at the outset of training. In the three-month programs, OJT was scheduled for half the work day, with core group and specialty training scheduled for the other half. In the six-month and nine-month programs, OJT was scheduled initially for half the work day, and was gradually increased to two-thirds. Generally, the intent was to arrange a schedule permitting a five-day work experience. Block schedules were used only in the Welfare Intern Program because travel distances between the work and training sites made daily OJT impossible. Wherever possible, trainees were assigned to OJT for time periods that accommodated the employers' requirements. Where this presented a conflict with the training schedule, priority was given to the classroom instruction – not without causing strain, however, in agency relations.

ojt supervisors

The assignment of members of the agency staff to function in a supervisory capacity to the nonprofessional was another major element in the OJT component. Each trainee was assigned an OJT supervisor who was a member of the agency staff and, more often than not, served voluntarily in this capacity in the training program. The OJT supervisor was one of the crucial actors in the training program. He could reinforce and strengthen the classroom training, making it relevant to the trainee's job. He could encourage the trainee and allow him to test out his newly acquired skills and competence. He could give the trainee increasingly responsible tasks. He could serve as a professional role model to the trainee and provide reinforcement for his acceptable work behavior. In effect, he had a major voice in determining the extent to which the OJT experience was meaningful.

The OJT supervisor also played a pivotal role in interpreting to other agency staff the nature of the program and the trainee's potential contribution to the agency's service. In this way he represented a potential catalyst, affecting program policy, organization and service. The supervisor also had responsibility for evaluating the trainee's performance and for assisting the training staff in making a determination of the trainee's potential strengths and weaknesses, and of his value as a prospective employee in the agency. In his relation with the training staff, the supervisor was expected to provide feedback to the training team concerning issues related to the development of the job description and the relevance of the training curriculum. In addition, it was hoped that he would keep the training staff informed of any problems that the trainee was presenting in his OJT experience, so that the supervisor, jointly with the training team, could work out approaches to deal with the trainee's difficulties. In all but one program, the OJT supervisors had volunteered to play this role. The one exception was in the school system, where several teachers were selected on the basis of their maturity and experience, or because of overcrowding in the classroom. Even there, the appointment was made only if the teacher expressed willingness to participate.

In some programs, the supervisors were experienced staff members who had been with the agencies for a number of years. In other programs, they were both new to the agency and inexperienced in their supervisory positions. Despite the interest and, in many cases, even the dedication of the OJT supervisors, one serious factor, lack of compensation for time spent in training, inhibited their effective participation in the program. Generally, the tasks of aide supervision were assigned in addition to the regular duties of a staff member, and rarely was his work load reduced to allow him the extra time in which to instruct and work with trainees. This issue was particularly acute in the teacher aide program, where the work time of the teacher supervisor was heavily structured and allowed for only minimal opportunity to teach or supervise the trainee. In addition, most of the supervisors in the school system were married women, with personal and family obligations, and some were taking graduate courses in the late afternoon or evenings. Since the short length of the teaching day facilitated the dual role of career and homemaking, many teachers found it difficult to extend their day to encompass training the teacher aide without due compensation. Unfortunately, this program was unable to offer either pecuniary compensation or graduate course credit for teacher participation.

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[3] For fuller elaboration, see chapter on job development.

ojt-training program liaison

To assure continual communication between the OJT supervisor and the training staff, a trainer was assigned to function as liaison between the OJT agency and the training organization. This liaison person served the dual function of orienting the OJT supervisors to the New Careers training philosophy and assuring regular feedback to the training agency on problems arising in the job situation. In addition, the liaison function facilitated the continual evaluation of the relevance of the specialty curriculum to the job experience, and also contributed to the job development process, as the tasks and responsibilities given to the trainee were broadened at the suggestion of OJT supervisors. By working closely with the supervisors, the liaison person was able to involve them in assessing the trainee's strengths, weaknesses and potential for future employment.

Several different liaison models were utilized in the course of the project. In some programs, for example, the core leader acted as the liaison. In these instances, his major effort centered around behavioral issues, which he handled in the core group and communicated to the specialty instructor to reinforce through related training. He also worked with the supervisor to develop meaningful job task assignments for the trainees. In other programs, the project coordinator served as liaison, performing essentially the same functions. In the teacher aide and recreation programs, however, a more effective model was utilized. In these programs, the liaison function was divided between the core leader who maintained contact with the OJT supervisor and the project coordinator who worked with agency middle management to plan orientation, job description, job development, and feedback concerning input into the specialty component.

evaluation and certification

One of the major roles of the OJT supervisor was to participate with the training staff in evaluating trainees' performance. The procedure for certifying program graduates required satisfactory performance ratings from both the OJT supervisors and training staff. In most cases, evaluations were conducted midway in the program and again at the end. These evaluations served a number of purposes. They provided feedback to the training staff on the trainee's performance, which could be shared with the trainee; they helped to pinpoint training deficiencies that could be modified to respond to the OJT supervisor's requirements, and they were instrumental in helping the training staff make judgments of the trainees' suitability for certification.

The supervisor's evaluation focused on: (1) personal characteristics of the trainees, and (2) the trainees' performance of certain tasks and acquisition of job-related skills. The personal characteristics included those characteristics which made an individual an acceptable employee. Generally, they referred to the trainee's punctuality and regularity at work, his demonstration of initiative and responsibility, his personal appearance and grooming, his speech and language and his ability to relate to his supervisor and accept criticism where necessary. The performance evaluation tended to focus on task areas rather than specific skills that might have been required. In each instance, these were tasks considered to be important for the specific program. For example, in the teacher aide program, the trainees' rapport with and skill in handling children was considered important. For interns in the welfare program, keeping accurate and detailed records was emphasized.

In general, however, evaluations were heavily weighted on the side of the trainees' personal characteristics. There are several reasons for this emphasis: one was the assumption that undergirded this program that the aides could perform necessary work skills, and that their weaknesses tended to be in the area of appropriate work-related behavior and attitudes. Another was the considerable uncertainty that existed about the specific skills required and the lack of objective techniques for evaluating acquisition of these skills. Consequently, evaluations that were heavily weighted on personal characteristics became in effect a measure of the supervisor's satisfaction with the trainees and his acceptance of the trainees' performance and behavior, rather than an accurate measure of the trainees' competence.

In addition, several factors operated to further confound the objectivity of these evaluations. One was the fact that the supervisors had no clear standard of expectation for the trainees. For most, this was their first experience in supervising and working with nonprofessionals – particularly those from disadvantaged or deprived circumstances. Thus, there may have been some tendency to expect very little of the trainees and to be delighted with whatever was found. There may also have been the tendency on the part of some supervisors to view the process of trainee evaluation as a reflection of their capability as field trainers and supervisors, so that they may have been affected by a certain attitude of protectiveness that they developed toward the trainees. Since the supervisors knew that the evaluations counted very heavily in the certification process, some may have been reluctant to rate the aides unsatisfactorily if this were indeed to jeopardize the aides' chances for a job. In addition, the accuracy of the evaluations may also have been affected by the supervisors' desire to assure the continuation of the trainee's assistance, on the assumption that some help, whether really adequate or not, is better than no help at all.

In general, the supervisory evaluations showed little or negligible change from midway in the program until the time of the final evaluation. The vast majority of the trainees in each program, between 90 and 95 percent, were rated in the good to excellent category on most items. Most of the unsatisfactory ratings were in the areas of attendance, lateness, and appropriateness of behavior, rather than in the area of skill performance. And, as can be seen from the study in Part II of this volume, the vast majority of the trainees placed in jobs at the completion of the training program were still rated very highly by their supervisors.

worker or client?

The supervisor's perception of the trainee as a worker or as a client not only had a direct bearing on the process of trainee evaluation, but also had implications for the way in which the trainee was utilized as an employee in the agency.

Although acceptance of the trainee as a potential employee was stressed, there was nevertheless a tendency to view him as a person in need of help rather than solely as a person potentially capable of providing assistance to others. The consequences for the trainee and for the program, when this developed, were serious. For example, if a supervisor accepted the trainee as a "client," he found it increasingly difficult to hold him to consistent standards of performance and to make demands for an honest day's work. Even worse, the supervisor frequently found excuses for the trainee's unsatisfactory performance, and therefore refrained from alerting the training staff to legitimate issues of inadequate performance or basic deficiencies and needs of the aides. The trainee, when he sensed this ambiguity, picked up on the "client" role and played it out symptomatically through lack of initiative, poor work performance, frequent absences, and tardiness. Real concerns and issues were discussed by trainees after hours among themselves instead of being relayed to staff for consideration and incorporation into the program.

This parallel process inhibited the trainer's capacity to rectify or modify the program to meet the concerns of either supervisors or trainees. In this way, the work reality became secondary to "treatment," with the consequence that the job had little real meaning or content.

The results in some cases were that the OJT agency (1) was reluctant to hire the trainee, or (2) if he was hired, did not permit him to function independently, or (3) subsequently fired him for not fully assuming the employee role.

The challenge to both the OJT supervisor and the training team is to somehow find that perfect blend of tolerance and understanding for the trainees' background, strengths and weaknesses, while at the same time maintaining a standard of expectation that will motivate the aides to improve and perform on the job in accord with the very best of their capabilities. That is to say that, while staff understanding of the trainee's personal background and the emotional stresses and strains that he faces is helpful, the training process – if it is to be successful – must be task-oriented, must emphasize teaching the trainee all he needs to know and hold him to performing his job as effectively as possible.

The OJT supervisor's role is an extremely complex and sensitive one and, at the same time, central to making the training program a succes.. As a professional, he may bring to his role certain biases stemming from his middle-class background and his professional education. He has certain ways of performing his job that he has been trained in and that he feels are right. At the same time, the nonprofessional may bring to his job a different style and method of performing these tasks that may be just as functional. The supervisor is thus called on to approach these differences with an open mind and to look at the different styles from the point of view of their effectiveness rather than their adherence to tradition. When the supervisor is unable to take this approach and when he finds himself hesitating to assign tasks to the nonprofessional and to take the risks inherent in this assignment, the end result is that the nonprofessional is frozen into performing tasks that are unconnected with rendering service and are of little value to the agency. Thus, the supervisors' attitudes and reactions to the nonprofessional are crucial for establishing an environment in which the nonprofessional can grow and develop at his own rate. The effective utilization of the nonprofessional is greatly dependent on: (1) the supervisor's technical competence in his role as supervisor and teacher; (2) his commitment to the use of nonprofessionals, and (3) his attitudes toward the nonprofessional's needs to be given time and opportunity to grow.

The most effective use of nonprofessionals, therefore, may result only when agencies and employers recognize the need for concurrent training of supervisory professionals in the problems and potentials of nonprofessional utilization. Such training could be valuable to professionals in enhancing their supervisory skills, as well as to the agency itself as it tackles questions related to determining the most effective and viable role for the nonprofessional.

specialty instruction

Specialty skill training was that component of the training program in which concrete skills and conceptual information related to the aides' job placement were taught. The approach used in this training was based on a recognition of the inadequacies of a three-month program for teaching all the skills and knowledge required for effective job performance. Consequently, it was fundamentally geared to creating a climate conducive to learning. Specialty sessions were seen as the first crucial step in sensitizing and awakening the trainee and engaging him in a commitment to a job as well as to a potential career. The strategy employed, therefore, emphasized (1) imparting information about the trainee's feelings, experiences and perceptions of his job tasks, and (2) teaching concrete skills required by the OJT experience.

This strategy required close communication with leaders of other program components to insure a linkage between the material covered in specialty training and the job tasks assigned in OJT. Close coordination of the two made possible immediate rewards for learning and provided the aides with the opportunity to test the skills and concepts learned in the classroom in a real work situation. It also had the advantage of making the learning relevant since the practicum provided by OJT reinforced the classroom learning. Providing the trainees with some initial skills and information also helped them to feel comfortable because it enabled them to make a contribution on the job.

Specialty sessions, limited to groups of twenty trainees, met in an informal seminar-like setting conducive to active discussion. The sessions, which comprised approximately 20 percent of the training program time, were held two and sometimes three times a week for four to six hours, either in the host agency or in the training facility.

a philosophy of instruction

The instructional approaches employed in specialty sessions were based on the assumption that the trainees were not yet ready for conceptual material, and that unless material was directly relevant to their work, they would question its value. Additionally, it was assumed that the trainees were not yet aware of or had a need to deny their deficiencies and that there was considerable variation in trainee ability and learning style.

On the basis of these assumptions, the staff sought to present instructional materials concretely, with each presentation beginning with a real-life situation and moving gradually through discussion to an abstract definition. For example, in the welfare intern program, a trainee was in danger of being terminated bacause of serious disagreement with his supervisor. The specialty instructor, without considering pros or cons, used this situation to illustrate the supervisory process in welfare agencies and how it affects employees and clients. Within that context, the trainees began to think through alternatives related to agency policy.

Several techniques were used in the instructional process: (1) *Practice sessions*—for example, teacher aides designed and constructed bulletin boards to illustrate classroom work; (2) *Observations and illustrations*—day care aides, for example, recorded their observations of nursery children and their instructor explained the dynamics involved, and (3) *Role play*—the trainees illustrated a concept by role-playing their life experiences. For example, when learning about confidentiality, the trainees enacted situations in which their confidences had been violated, then discussed the subsequent effects on their attitudes and behavior. In all cases, the instructor pointed out how the specific experiences illustrated a general concept.

curriculum development

Specialty curriculum was developed in two stages. First, in the planning phase, the trainers established a tentative curriculum outline based on the initial job description. Second, during the training or operational phase, the trainers and on-the-job supervisors modified and expanded the curriculum to meet the trainees' needs as the job descriptions were developed and the aides were assigned specific tasks.

In the first phase, trainers used the job description that had been jointly worked out with the employing agency to determine the skills and concepts needed to perform expected tasks. The intent was to provide the trainee with a conceptual framework within which to utilize the specific skills to be taught. For example, child care aides were taught growth and development patterns of young children and specific games and songs appropriate to their levels and interests. The staff assumed that the trainees could better utilize their specific skills if they understood the needs, abilities and developmental patterns of children.

Although it was necessary to outline the curriculum prior to the start of the program, this was done with the recognition that it would inevitably be subject to modification. This continual process of curriculum modification was influenced by:

1. Trainees' needs as they expressed them. For example, in the teacher aide program, trainees requested additional instruction in using equipment such as ditto machines and projectors.
2. The trainees' needs as seen by the agency supervisor. In the counselor intern program, the OJT supervisors requested that interns be taught to fill out necessary forms and write summary reports on their cases.
3. The trainees' needs as noted by the trainers. For example, in the welfare aide program, the trainer observed that many trainees were having problems with supervision. Accordingly, a unit on supervision and how to make constructive use of criticism was added.
4. Shifting job priorities and revisions in the job description. In the teacher aide program, the aides were often asked to copy assignments on the blackboard. As a result, the trainees required instruction in cursive writing.

Several problems arose in defining the skills to be taught. First, there were no baseline data with respect to trainee abilities at the beginning of the program. Second, there were no precedents to follow because each program was developed in a different agency and human service field. Third, agency expectations were not clear because the work roles were new and the program was experimental. Because of these limitations, the intitial curriculum was more conceptual than concrete. However, as the job description crystallized, the curriculum became more specific. Thus, staff was engaged in conceptualizing the specialty curriculum in the planning phase and defining and modifying it in the training phase.

Two kinds of skills were taught during specialty training: (1) the interpersonal skills required in all agencies and institutions, and (2) the utilitarian skills required to render specific services. The relative importance of these two sets of skills remains to be clarified by experimentation, for some balance between them needs to be achieved if the trainee is to be adequately prepared for his role.

In addition, the development of an effective specialty curriculum depends very heavily on the following factors:

- Development and utilization of a method for accurately measuring and defining the trainee's baseline of skills relevant to human service at the time he begins training.
- A definition of the levels of skill that are expected of the trainee.
- Development of a method for defining and measuring the trainee's performance with respect to meeting standards of "requisite skill."

coordinating tasks and training

As experience was gained, the need for close coordination between specialty skills taught in the classroom and tasks assigned in OJT became increasingly apparent. Adequate trainee performance on the job and acceptance by OJT supervisors hinged on the extent to which classroom work and on-the-job training were coordinated. While IYS staff was essentially responsible for providing specialty or skill workshops, efforts were made to include the on-the-job supervisor as a participant. His contributions in designing curriculum and providing instruction and supervision to the trainees in the field were sought to:

- Insure the relevance of skill taught to skill required on the job.
- Guide the OJT supervisor in assigning tasks that the trainee was prepared to handle.
- Insure immediate utilization of the trainee on the job.
- Enable the supervisor to supplement classroom skills with related skills learned on the job.
- Allow the training staff to observe and assess the supervisor-trainee relationship.

Several issues are inherent in coordinating job tasks and specialty training. First, because the job description is developmental, it is necessary to plan a flexible curriculum that can be modified easily. Second, despite careful planning, unanticipated needs–involving trainee or agency–may arise, which require curriculum changes. For example, in the teacher aide program, the curriculum called for practice in designing bulletin boards. However, because several trainees lacked basic cutting or lettering skills, the curriculum was revised to include instruction in these areas. Third, OJT and specialty training reflected the trainee's standing in the agency. The supervisor who understood how to coordinate specialty training and on-the-job tasks was able to help the trainee progress according to his abilities. On the other hand, a poorly oriented supervisor was likely to assume that the trainee "can do it all;" therefore, when the trainee failed to meet his expectations, the supervisor withdrew even those tasks the trainee could do well.

staff organization

The specialty instructors generally represented the field of service in which the trainees would be trained. For example, in the teacher aide program, the instructors were a nursery school teacher, a private school teacher and a public school teacher. In the mental health training program, the specialty instructors were psychologists, psychiatrists and social workers. Often, they were members of the host agency staff or the Institute for Youth Studies. In other cases, part-time instructors were hired from the community. Some were experienced in working with disadvantaged youth; others were not.

Specialty sessions were organized differently in each program. In the day care program, for example, only one instructor handled the entire specialty training. There were three instructors in the teacher aide program and occasionally they called upon resource people to teach such special subjects as music and art. The specialty instructors, however, integrated this material into the curriculum. In the mental health aide and welfare aide programs, the project director coordinated the specialty instruction, using various resource people to present the subject matter. With still different organization, the recreation aide program used two separate curricula. One, taught and coordinated by the Institute for Youth Studies, was conceptual and dealt with interviewing techniques and characteristics of the population that the aides would serve; the other, a workshop of practical experience in sports and crafts, was taught and coordinated by the District of Columbia Recreation Department.

In general, the best results in specialty training were achieved in programs in which one specialty instructor had responsibility for both curriculum development and instruction. In these programs, the relationship between the instructor and trainees tended to have more meaning. For example, trainees were more likely to express their doubts and criticisms and to ask questions when this dual role was used. The trainee, dealing with only one instructor, had less opportunity to refute his deficiencies or avoid learning the skills he lacked. There was also less repetition in instructional material, and the trainer who came to know the trainees' strengths and weaknesses was able to teach more effectively.

On the other hand, in programs with several instructors, classroom material seemed less relevant to the job. This was true partly because the advance scheduling necessary to coordinate instruction tended to rigidify the curriculum content. For this reason, the specialty curriculum could not be changed easily to reflect the requirements of the job situation that became apparent once the training program began. Also, using several specialty instructors complicated communication and liaison between the training organization and employing agency, thus inhibiting curriculum revision.

The model utilizing instructors from both IYS and the training agency, as in the recreation aide program, while ensuring the teaching of relevant skills, tended to confuse trainees because of the differing approaches of the instructors.

There are some major advantages in using training staff as specialty instructors:

- The instructor understands the program philosophy and goals and, therefore, can influence the structuring of the job description and help orient the agency staff to the New Careers model.
- The instructor, in addition to teaching the skills required by the initial job description can anticipate an expanding job description and prepare the trainees in advance.
- The instructor is experienced with the trainee population and can choose suitable methods of instruction.

There are also some disadvantages in using training staff as specialty instructors:

- The instructor who is overzealous about program goals may try to teach beyond trainee needs and agency expectation.
- The instructor must communicate constantly with the on-the-job supervisor in order to coordinate lesson plans with the job situation, thus complicating his function.
- The instructor does not understand the formal and informal practices of the agency that determine how aides are used on the job.

On the other hand, the advantages of using agency personnel as specialty instructors include:

- The instructor who understands the on-the-job demands and agency expectations can more easily coordinate them with classroom instruction. Furthermore, trainees are unable to escape responsibility by insisting they have not yet learned the requisite skills.

- An agency involved in training is more likely to institutionalize the nonprofessional role.
- There is opportunity for a quicker identification of deficiencies and needs for curriculum modifications.
- There is greater opportunity to supplement classroom with field experience; this method is close to prevailing models of field supervision in human service, notably in social work, where the teaching and supervision is handled by the same person.
- The instructor offers the trainee a consistent set of norms, which reflect agency policy.
- This approach reduces the number of role models with which the trainee must identify.

There are disadvantages inherent in this model, too:

- The instructor is committed primarily to the requirements of the agency rather than to providing career opportunities for trainees. Since an advocacy role on behalf of the trainees must be assumed in order for job expansion or career mobility to take place, the function tends to be substantially diluted, or possibly lost.
- Generally, the instructor has had little experience with the trainee population and is not aware of the teaching methods that are most effective with this population.
- The supervisor's duties are greatly increased if he must assume responsibility for specialty instruction as well.
- Unless close communication is assured between this instructor and others serving different components of the training program, there is danger of creating two separate programs, potentially quite different or even possibly in conflict.

If agencies are to assume responsibility for specialty instruction, special efforts have to be made to train the instructor-supervisors to assume these functions. This would add a previously neglected dimension to the New Careers program – that of training agency staff to teach, supervise and support the career development of the nonprofessional in human service.

flexibility of model

Training program experience indicates that it is advisable to be flexible in choosing a training model. In most programs, specialty instruction, on-the-job training, and core group meetings all began simultaneously. However, in some programs, it might have been wiser to start the specialty component early in order to equip the aides with basic skills that they could use immediately on the job. In this way, the aides would feel the satisfaction of offering the supervisor some worthwhile assistance while they continue to learn.

Structuring of skill priorities: The major goals of the program should determine the priorities assigned to the skill instruction. Flexibility in curriculum development is mandatory if the programs are to respond to needs identified in OJT or core. Until this period of flux abates through the institutionalization of nonprofessional roles, training programs must be ready to test and experiment with various models.

Balance of skill content: In addition to the need for flexibility in structuring schedules and skill priorities, the content areas as related to the concept of career mobility require further exploration and testing. This refers to concern with the balance that must be achieved between skills required in attaining employment and those required for movement up a career ladder. Two basic questions remain:

- To what extent is the specialty component related to immediately required job skills and to what extent should it be related?
- To what extent is this component designed to implement upward mobility and to what extent should it be?

remediation

In the early training programs, the model was designed to offer remedial help only when it was requested by the trainees. This approach sought to ensure that aides would recognize their deficiencies and develop the desire and willingness to undertake the effort to remedy them. This approach to remedial activity was based on a number of assumptions: for one, it was assumed that the aides would be capable of adequate job performance, regardless of their academic achievement, and that jobs would be defined that required no more than a ninth grade education. It was also assumed that many trainees who had been unhappy or unsuccessful in their school experiences would approach remediation with the same kind of negative attitude that they had toward formal education.

This approach to remediation was based on the hope that trainees would, during the course of the program, come to recognize their deficiencies and request some kind of remedial assistance. Thus, training was structured to emphasize the more active methods of instruction, such as role-playing or field trips, and to de-emphasize the kind of instruction that required note-taking, lectures, quizzes and report writing. Anticipating the trainees' inadequacies, the instructors delayed difficult assignments until half-way through the program. The trainees' recognition of their indequacies, however, did not come quickly, and they always seemed to struggle with a certain amount of ambivalence about them. Although they showed resentment at being corrected when they made mistakes, they were disinterested in any training that reminded them too much of school.

Nevertheless, they were eager to progress to more complicated tasks beyond the scope of their job descriptions, and thus to acquire the necessary skills in reading and writing that would assist them on their jobs. In the early Office of Manpower and Training programs, therefore, remediation was introduced and included in response to trainees' requests for assistance. This remediation was individualized, and its organization differed from program to program. Because of absence of a specific plan for remediation, however, it was provided in a last-minute and hasty way by a staff member, usually the core leader, or was omitted entirely because no tutor or specifically trained person could be found on such short notice and for such a short period of time as remained for the program.

The experience of running several programs in which remediation was hastily added helped staff focus on the need for providing remediation as an integral part of the training program. In addition, it became clear that the trainees needed to be able to read well, write reports, and pass examinations in order to gain entry into an existing occupational system or to climb existing career ladders. In addition, as contracting agencies grew to understand New Careers, they set up firm job specifications in which such needs were accentuated. As a result, the training model was changed to help trainees become aware of the career ladder and its academic requirements.

Experience in two training programs – the teacher aide program and the welfare aide and intern program – helped to focus on and underline the need for remediation. In the teacher aide program, for example, several elementary school teachers, serving as aides' OJT supervisors, pointed out the importance of trainees' using correct English in front of pupils who would emulate them. They suggested further that trainees would be more useful if they knew grammar and mathematics. In this case, remedial instruction, which was voluntary, was not included during training sessions, but instead was scheduled at night, twice weekly for two hours. In addition to preparing the trainees for the high school equivalency and college entrance examinations, the instructor covered material related to their lives and, more particularly, to their jobs. Because many trainees were motivated to attend these sessions, the staff decided to include a remedial component in future training programs.

In the welfare intern program, trainees were required to pass the GS-4 examination by the D.C. Department of Public Welfare. Although all trainees were at least high school graduates, only three out of ten passed the examination, and two hours of instruction were included in the training sessions each week.

Some trainees initially were passively resistant to these sessions. They came to classes infrequently, never brought materials with them, and never did homework. For most, however, the remedial work was useful. They were responsive in class, completed their homework, noted tedious corrections, and even brought in supplementary materials. Interestingly, there seemed to be no correlation between achievement levels and the attitude toward remedial work.

The incorporation of remediation as a regular component in training emerged from the aforementioned critical incidents in the teacher aide and welfare intern programs, from the trainers' observations, agency expectations and requirements and from the attitudes, standards and aspirations of the aides themselves. It was a component that was designed to help the aides function better in their jobs and their lives and to learn the basic academic skills to achieve this. The goals of remediation can be expressed as follows:

1. To establish some measurable progress in academic work.
2. To establish an atmosphere for continuing progress rather than a means to an end.
3. To prepare trainees for examinations, such as high school equivalency, college entrance and civil service examinations, that are stepping stones to a career.
4. To help the trainees view education as a positive, useful, continuing process.
5. To remedy specific weaknesses.
6. To teach job-related skills not covered elsewhere in the program; for example, handling telephone messages, indexing and cataloguing, map reading, taking inventory, filling in applications, tax and time sheet forms.
7. To teach skills related to trainees' lives. Some of these – such as conversation, the art of persuasion and argument, coping with authority, reading books for relaxation and information, or budgeting – duplicate job-related skills, however.

The remedial curriculum was designed to achieve a balance between formal and informal learning, always with direct application to the jobs and lives of the trainees. For example, grammar was taught from tape recordings in which dialect was translated to standard middle-class English. Then written exercises were used to practice each lesson. Trainees practiced telephone etiquette on telephone models provided by the local telephone company. Message forms were provided and written messages practiced. Some math was taught through study of budgeting, credit buying, local interest rates, and income tax computation. Exercises were given with reference to these areas. Aides were taught how to read directions, and fill out forms, essential skills in this day and age. The aides were taught map reading, reading bus schedules, indexing and cataloguing – useful skills in any job. Books were assigned to each aide according to his interest and ability. A good reader may have been asked to read Claude Brown's *Manchild in the Promised Land* and give both a written and verbal report on it. Another aide, who may have been a poor reader but had sophisticated conceptual skills, may have been given Camus' *The Stranger,* a book that uses simple eighth grade vocabulary, but has an adult, complex philosophy. A less gifted aide may have been asked to read a short story and to give a report or write notes on it. Selected articles from the newspaper were read by everybody and practice was given in reading, discussing, arguing, and developing vocabulary. This also served the purpose of keeping the aides abreast of current affairs.

Remediation also helped reinforce work accomplished in other components by helping aides master spelling and vocabulary needed for successful training. Aides also learned to write the kinds of reports required for most jobs in the human service field. Each session used various techniques, varied the pace, and gave practice in verbal, written, and reading skills. The remedial component occupied five percent of the training period and always related directly to it.

In summary, this experience would seem to indicate that the instructors, aware of the trainees' previous negative educational experiences, tended to be overly protective of them, and therefore unduly restricted their curriculum. They did not give enough recognition to the fact that the existing job opportunity provided by the program was lacking in the trainees' school career or that this job provided sufficient incentive to involve them in remediation. Providing the trainees with challenging assignments from the very beginning of training can also help them to understand their need to upgrade their skills. There are, however, severe limitations on what can be accomplished during a three-month training program. For remediation to bring about permanent changes in study habits and sufficient upgrading in reading, writing and speaking skills, either the training period has to be extended, or some provision should be made for continuing the remediation once the trainee is employed on the job.

summary

In summarizing the development and implementation of the training model, several elements emerge as particularly significant for programs of this kind.

flexibility

All of the training components were in a highly developmental stage when programs began. The demand on staff, then, was not so much in terms of adherence to a defined model, but rather one of creating, modifying and innovating the model according to the reality of each new training experience.

Flexibility of role, as well as of approach, was necessary in order to adapt the model to program needs. Staff members were encouraged to take initiative and increase their capacity for independent action based on the plural ideologies that underline the New Careers philosophy. This involved developing the ability to work on several fronts at the same time, to shift roles or program content, to revise goals and modify techniques, and to adjust the total scheme of integrated training components to the varied demands of the participating agencies. To this complex and highly demanding task came a staff with a wide range of educational and professional experience. They were, in the main, individuals who were deeply concerned with problems of the poor and committed to social action. Most of the staff were unfamiliar with and inexperienced in the New Careers training model, and were trained while the programs were being conducted.

Staff inexperience with the model had its advantages. Individuals were amenable to modification and tended to be willing to step out of their traditional professional roles to do whatever was necessary to accomplish program goals. This often included relinquishing the cherished prerogatives of status and the relative safety of acknowledged expertise in a given field. Additionally, it encompassed taking on political and administrative roles in negotiations around job development, job placement, payroll matters and work with agency professional staff.

A number of disadvantages, however, also were apparent. Because of unfamiliarity with the method, trainers frequently fell back on techniques and knowledge they already had. Thus, the emphasis varied from program to program, depending on the particular interests and perceptions of the staff. In some programs, the emphasis was on "overtraining" aides – by teaching them more skills than were required by the immediate job situation to heighten the possibility of inducing social change within an agency. In others, the emphasis was on training aides to fit into an established agency pattern.

commitment

All of the staff, however diverse their training, goals, or program perceptions, were unified in their commitment to the trainees and their employment. Recognizing the needs of aides for jobs and the limited time for training, each component tended to be regarded by those who directed it as having central importance in preparing trainees for work. As a result, a kind of competition for the aides tended to take place not only between training and agency staffs, but among the trainers themselves. It further heightened the tendency for staff to attempt to mold the aides into "acceptable shape," thus inhibiting the potential contributions the trainees could make because of their unique perceptions and experience.

This commitment manifested itself additionally in a determination to provide an atmosphere that conveyed the faith of the staff in the trainees' ability to succeed. Expressions of this commitment ranged from confronting the aides with demands, expectations and behavior patterns to strong interpersonal relationships bordering on the maternal, and even, at times, to rationalizing deviant behavior by the overprotective attitudes, which bordered on treatment approaches.

teaching - learning process

In attempting to make the teaching-learning process meaningful, the training staff was forced to consider not only the needs and interests of the various actors, but also the high correlation that existed between trainee motivation and performance and between the job definition and expectations. Where the job definition was vague and expectations were inconsistent and confused, trainees tended to respond with hesitancy and irritability. This was frequently expressed by complaints, absences and lack of initiative on the job. As the job tasks became more clearly defined, trainees reacted with increased ability to contribute to the learning process by asking questions and making demands for curriculum change. Additionally, they took a greater interest in their work and in meeting the expectations of their supervisors.

communication

A major factor in developing and operating the training model was the degree to which staff and trainees achieved an open system of communication. This demanded a kind of open-ended dialogue among all program participants in which mutual concerns could be expressed and resolved. Implicit in this approach was the simple dignity people accord one another by verbalizing issues and being willing to explore a variety of alternatives. This included not only setting forth ground rules, defining the unknowns in any given program and discussing ways to cope with the resultant ambiguities, but also implied the ability to admit error, to expose oneself to the criticism of others and to develop new methods of supervision. For the staff, this meant risking the possible loss of the confidence of the trainees, who wanted staff to have all "the answers." For the trainees, it meant accepting staff as people with knowledge in certain areas, assuming the responsibility for contributing their own knowledge, and being willing to acquire experience together. For both it meant the recognition that professionals and aides in union form a kind of system, and that change in one directly effects changes in the other.

Within the broad outlines of the training model, then, each program had its own unique problems and dimensions. In every program, however, the training experience was profoundly affected by its participants, who were not passive recipients in a process, but who, in fact, together determined and created that process.

Chapter V

A Post-Training Follow-Up Study

performance of aides and interns

This chapter describes the findings of a follow-up survey of youth and young adults trained by the Institute for Youth Studies for positions as nonprofessional aides and interns for human service agencies in Washington, D. C. The major purpose of the survey was to determine the occupational, educational and social functioning of individuals who successfully completed the training program.[1]

The training programs as described in the preceding chapters were primarily directed to providing trainees with the work and the social skills necessary both for satisfactory job performance and the maintenance of stable employment in entry-level positions in human service. A successful training and work experience was hypothesized to have other therapeutic side effects as well: a meaningful role in the human service occupational system would heighten the trainee's awareness of his academic deficiencies and lead to increased motivation and a desire to either complete or further his education, and a socially relevant work experience would inhibit delinquent behavior or a tendency toward delinquency.

The survey was thus an attempt to assess the trainees' post-training occupational adjustment and functioning to determine whether he was able to maintain stable employment and satisfactory job performance, and to evaluate whether meaningful jobs in human service with a career potential can help prevent delinquency and whether they provide an incentive and increased motivation for further schooling. In addition, a goal of this study was to generate information that would be useful in conceptualizing manpower training policy dealing with entry and post-entry training programs, and in the development of occupational opportunities providing stable entry jobs and chances for upward mobility.

Indices of Trainee Functioning

Occupational functioning relates to the trainees' ability to function adequately on the job as demonstrated by stable employment, satisfactory performance, interest in the work, and a gradual upgrading of responsibility and salary commensurate with this responsibility. *Educational functioning* refers to the trainees' plans and aspirations for future educational attainment, as well as the ability to act in accord with these plans and aspirations. Adequate *social functioning* is measured by the trainees' capacity to avoid conflict with the law. These three dimensions were selected for analysis because they represented the major thrusts of the training effort, and therefore provided indicators of training effectiveness over time. In addition, the survey was focused on the post-training occupational, educational and social adjustment of the trainee population because these were areas in which underprivileged youth have traditionally experienced difficulty and on which it was theorized that the New Careers approach, if successful, would have an impact.

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[1] The findings reported in this chapter are based on a follow-up survey conducted by Irvin D. Reid, Research Associate.

The Survey Population

The survey included 125 trainees who completed the Institute for Youth Studies' training program between April 1964 and July 1966. Participants in eleven different training programs, ranging in size from two to 50 trainees, were included in the study. The study sample did not include two groups in training at the time that the survey was undertaken, for insufficient time would have elapsed to make a follow-up survey meaningful for these training groups.

At the time that the survey was undertaken no less than six months and no more than two and a half years had elapsed since the completion of training. The majority of the trainees had finished training between six and thirteen months prior to their inclusion in the sample (Table 12).

Methodology

Data were collected in two structured interviews. One was administered to the trainees, the other to the supervisory agency personnel. Both interview schedules had been pretested and could be administered in twenty to twenty-five minutes. The aide questionnaire was constructed to obtain information on the trainees' educational, occupational and social functioning since the completion of training. It dealt with his employment history, his educational plans, aspirations and present activities, patterns of peer associations, and extent of contact with the law. The agency supervisor questionnaire was designed to obtain information on the trainees' occupational functioning. It elicited supervisory evaluation of the trainees' performance and job conduct, pattern of agency utilization of the aide, definition of the aide's role, and changes in his role over time.

The interview procedures called for initially contacting and interviewing the trainee (aide) to determine his place of present employment. This interview was followed by an interview with the aide's present supervisor. If aides were unemployed at the time of contact, the supervisory interview schedule was administered to the supervisor on the aide's last job.

Of the 250 projected interviews (125 trainees and 125 work supervisors), 211 respondents were contacted and interviewed (106 trainees and 105 supervisors). This represented 84 percent of the project sample population. The fairly high rate of successful contact resulted largely because the staff had maintained contact with the trainees. In addition, trainees themselves were helpful in locating their fellow trainees.

Interviews were 100 percent complete with three of the eleven training groups. The largest proportion of incompleted interviews was among the community apprentice trainees and their supervisors who were participants in the first program conducted at the Institute. However, interviews with participants in the second program (the preschool aide trainees), were all completed. There was thus no apparent relation between the date of the training program and the percentage of interviews completed. (See Table 13.)

Table 12
TRAINING AND INTERVIEW DATES FOR SURVEY POPULATION

Training Groups	Dates of Training Program	Date of Interview	Time Elapsed Since End of Training
Community Apprentice. . . .	Mar. 1964 - May 1964	Jan. 1967	2 yrs. 8 months
Pre-School Aides	Dec. 1964 - Mar. 1965	Jan. 1967	1 yr. 10 months
Counselor Interns	Jul. 1965 - Apr. 1966	Dec. 1966	8 months
Geriatrics Aide	Oct. 1965 - Jan. 1966	Feb. 1967	13 months
Day Care Aides	Oct. 1965 - Jan. 1966	Feb. 1967	13 months
Welfare Aides	Jan. 1966 - Apr. 1966	Mar. 1967	11 months
Welfare Interns	Jan. 1966 - Jul. 1966	Mar. 1967	8 months
Teacher Aides	Feb. 1966 - May 1966	Mar. 1967	10 months
UPO Aides	Feb. 1966 - Mar. 1966	Mar. 1967	12 months
Mental Health Aides	Sept. 1965 - Nov. 1965	Jan. 1967	1 yr. 2 months
Recreation Aides	May 1966 - Jul. 1966	Jan. 1967	6 months

Table 13
DISTRIBUTION OF COMPLETED AND INCOMPLETE INTERVIEWS OF TRAINEES AND THEIR SUPERVISORS, BY PROGRAM

Program	No. of Trainees Completing Training	Completed Interviews				Incomplete Interviews			
		Trainees		Supervisors		Trainees		Supervisors	
		No.	%	No.	%	No.	%	No.	%
Teacher's Aide	44	38	35.8	36	34.3	6	31.6	8	40.0
Counselor Intern	14	13	12.3	13	12.4	1	5.3	1	5.0
Recreation Aide	6	5	4.7	6	5.7	1	5.3	0	–
Day Care Aide	9	9	8.5	9	8.6	0	–	0	–
UPO Aide	4	1	0.9	1	1.0	3	15.8	3	15.0
Geriatrics Aide	1	0	–	0	–	1	5.3	1	5.0
Welfare Aide	9	8	7.5	8	7.6	1	5.3	1	5.0
Welfare Intern	10	9	8.5	9	8.6	1	5.3	1	5.0
Community Apprentice	10	5	4.7	5	4.8	5	26.3	5	25.0
Mental Health Aide	9	9	8.5	9	8.6	0	–	0	–
Preschool Aide	9	9	8.5	9	8.6	0	–	0	–
Totals	125	106	100.0	105	100.0	19	100.0	20	100.0
Grand totals		211				39			

The location of nearly half of the 19 program participants who were not interviewed was unknown, and another 25 percent were known to be outside the Washington area. In addition, approximately half of those not interviewed are thought to be employed, although specifics about the employment are unknown.

Although a total of 136 youth completed IYS training programs, the survey included only the 125 youth who completed training between April 1964 and July 1966. Follow-up data presented are based on the sample of 106 contacted. The baseline data presented below, however, included all youth who completed training. The baseline data were drawn from program applications and interviews and provide background information on the trainees at the time of their application to the program.

The follow-up study was a survey rather than an in-depth analysis of post-training functioning. Due to limited resources, precoded instruments were used. In order to simplify the data analysis, many of the trainees' responses were handled as gross totals for all programs rather than categorized according to training groups. Trainees' immediate supervisors were interviewed, though in many instances it was clear that they were not necessarily the most knowledgeable people in their agencies about all facets of the trainees' functioning. In addition, when asked to evaluate trainee performance, they brought a variety of perspectives and standards to the task. For these and other reasons, therefore, the following report needs to be taken more as suggestive and indicative of trends rather than as a report of definitive findings.

The report is presented in two major parts. The pre-training profile data of the trainees are presented below, and the findings of the survey and post-training performances are discussed beginning on page 64.

pre-training baseline data

Socioeconomic Characteristics Of the Survey Population: The Trainees and Their Families

The trainees at the time of their application to this program ranged in age from 17 to 35, though 92 percent were 25 years of age or under. Slightly more than half of the sample were born in the District, and more than a fourth were Southern in origin. Males accounted for 55 percent of the trainee population. Almost three-fourths of the group were single (Table 14).

To the extent that information was available on the trainees' families, it was clear that many of them could be described as occupationally and educationally marginal. The highest percentage of employed fathers were unskilled, and worked as laborers, delivery men and

Table 14
GENERAL PROFILE OF HUMAN SERVICE TRAINEES

Characteristic	Number of Trainees	Percent
Sex		
Male	69	55.2
Female	56	44.8
	125	100.0
Birthplace		
D.C.	65	52.0
Virginia and Md.	14	11.2
Other Southern States	22	17.6
Other	11	8.8
No information	13	10.4
	125	100.0
Age		
17-19	38	30.4
20-21	50	40.0
22-25	28	22.4
26-29	4	3.2
30 and above	5	4.0
	125	100.0
Marital Status		
Single	90	72.0
Married	27	21.6
Separated	8	6.4
	125	100.0
Public Assistance (Family)		
Never received assistance	97	77.6
Received assistance	9	7.2
No information	22	15.2
	125	100.0

Table 15
OCCUPATION OF TRAINEES' PARENTS

Occupation	Mothers		Fathers	
	No.	%	No.	%
Laborers, porters, domestics & food service workers	18	14.4	30	24.0
Clerk	7	5.6	–	–
Nurse	7	5.6	–	–
Government worker	2	1.6	7	5.6
Professional	4	3.2	10	8.0
At home (housewife)	43	34.4	–	–
Other	10	8.0	21	16.8
Deceased	7	5.6	22	17.6
No information	27	21.6	35	28.0
TOTALS	125	100.0	125	100.0

porters. A high percentage of employed mothers were domestics and food service workers. (Table 15). The vast majority of parents for whom information was available had completed less than 12 years of school. In fact, more than twice as many parents were high school dropouts as were high school graduates (Table 16).

Pretraining Baseline—Occupational, Educational and Social Functioning

Occupational Functioning. The overwhelming majority of trainees (93 percent or 117 trainees) had had some previous employment experience. More than half of this group had held one to two jobs, and the total number of jobs held by all trainees prior to their involvement in training was 215 (Table 17).

With the exception of a small number of jobs held in the clerical and sales field, the overwhelming majority of the jobs were essentially service jobs of an unskilled or semiskilled nature. These jobs represented 80 percent of the total number of jobs held, or four of every five jobs. Within the broad service category, however, three more specific types of jobs emerged. One was domestic or personal service, while the second was essentially service of a nonpersonal nature. Both types required little or no skill. Together these two types accounted for 75 percent of the jobs held. Human service jobs, the third kind of service job, accounted for only five percent of the jobs held (Table 18).

Education. The study sample is almost equally divided between high school graduates and high school dropouts, with high school graduates (52 percent of the sample) in slight predominance. Males and females were also equally divided in terms of educational attainment. Males, however, tended to leave school at an earlier age. Nearly twice as many males (16 percent) as females left school before the tenth grade (Table 19). The major reason reported by males for leaving school was to support self or family. Pregnancy was the major reason of females for dropping out of school. Though school grades were second in importance for males, financial need and desire for work was the second most frequent reason stated by females (Table 20).

Table 16
EDUCATIONAL ATTAINMENT OF TRAINEES' PARENTS (in years)

Educational Attainment	Parents					
	Mother	Percent	Father	Percent	Total	Percent
Nine years or below	20	16.0	22	17.6	42	16.8
Ten years	12	9.6	5	4.0	17	6.8
Eleven years	20	16.0	4	3.2	24	9.6
High school graduates	24	19.2	14	11.2	38	15.2
Post-high school education*	7	5.6	9	7.2	16	6.4
No information/Don't know	42	33.6	71	56.8	113	45.2
	125	100.0	125	100.0	250	100.0

*One mother and three fathers completed four years of college, and one mother and one father have done graduate work.

Delinquency. One-third of the trainees (42 trainees) had a record of delinquency prior to entering the training program, though slightly more than one-half of them had committed only one delinquent act. Severity of the acts ranged from simple misdemeanors to felonies and double or multiple offenses. Slightly less than half of the acts, however, were misdemeanors (Table 21).

Summary of Baseline Data. The 125 aides and interns trained by the Institute for Youth Studies were almost equally divided in the number of males and females and in the number of high school graduates and high school dropouts. Half of the group were native-born Washingtonians and one-third were offspring of Southern-born Negroes who had moved to Washington. Most of the aides' parents had limited education and were employed in unskilled occupations as domestics or laborers. Seven percent of their families had at one time received public assistance. An overwhelming majority of the trainees had been previously employed, and approximately 75 percent of their pretraining jobs were unskilled jobs in the domestic or nonpersonal service occupations. Few had had pretraining experience in the human service field. Male and female trainees showed similar patterns of educational attainment, though they presented different motives for leaving school before graduation. Almost twice as many males as females left school before their tenth year. Whereas male dropouts left school mainly to support themselves or their families, female dropouts left mainly because of marriage or pregnancy. Nearly one-third of the training population experienced delinquency before enrolling in the training program. Their rate of delinquency varied from one act (54 percent) to as many as five acts (7 percent). Forty-two trainees had committed 79 acts of delinquency, which ranged in severity from misdemeanors to multiple offenses.

Table 17
PRE-TRAINING EMPLOYMENT BY NUMBER OF JOBS HELD

No. of Jobs Held	Number of Trainees	Percent
One	42	33.6
Two	31	24.8
Three	37	29.6
Four (or more)	7	5.6
No jobs	8	6.4
	125	100.0

Table 18
PRE-TRAINING EMPLOYMENT BY TYPES OF JOB HELD

Category of Employment	No.	%
I. DOMESTIC OR PERSONAL SERVICE		
Domestic worker, e.g., maid, janitor.	19	8.8
Porter-helper, deliveryman	20	9.3
Waiter/waitress, counter girl, bar tender	10	4.7
Babysitter	12	5.6
Food service (bus-boy, dishwasher, cook's helper, etc.)	24	11.2
	85	39.6
II. NON-PERSONAL SERVICE		
PBX operator, telephone operator .	2	0.9
Meat cutter, butcher's helper . . .	4	1.9
Garment cutter, laundry spotter . .	5	2.1
Stock clerk	8	3.7
Building caretaker, desk clerk . . .	7	3.3
Laborer, painter	26	12.1
Mechanic/electrician's helper, meter reader	6	2.8
Odd jobs	17	7.9
	75	34.7
III. GENERAL HUMAN SERVICE		
Assistant to supervisor in preparing displays, supervising charges and directing group activity (recreation aide, school aide, health aide, nurse's aide)	10	4.7
Community organizer and counselor or interviewer for recreation, education and mental development, employment counselor, e.g., project assistant, program assistant, program leader in community action program, project leader	1	0.5
Youth counselor in state or federal penal or shelter institution or agency	1	0.5
	12	5.7
IV. CLERICAL AND SALES		
Salesgirl, secretary	43	20.0
TOTAL	215	100.0

Table 19
EDUCATIONAL ATTAINMENT OF MALE AND FEMALE TRAINEES (IN YEARS)

Educational Attainment	Trainees					
	Male	Percent	Female	Percent	Total	Percent
Nine years or less	11	15.9	5	8.9	16	12.8
Ten years	14	20.3	11	19.6	25	20.0
Eleven years	8	11.6	10	17.9	18	14.4
High School graduates	30	43.5	30	53.6	60	48.0
1-2 years of college	6	8.7	0	–	6	4.8
	69	100.0	56	100.0	125	100.0

Table 20
REASONS FOR LEAVING SCHOOL BY MALE AND FEMALE HIGH SCHOOL DROPOUTS

Reason for Leaving	Trainees					
	Male	Percent	Female	Percent	Total	Percent
Illness	0	–	2	8.0	2	3.4
To support self or family	12	36.4	3	12.0	15	26.0
Preferred to work	1	3.0	3	12.0	4	6.9
Marriage or pregnancy	1	3.0	10	40.0	11	18.9
Poor grades	6	18.2	1	4.0	7	12.1
Trouble with teachers (or institutionalized)	3	9.1	1	4.0	4	6.9
Combination of things	1	3.0	1	4.0	2	3.4
No information	9	27.3	4	16.0	13	22.4
	33	100.0	25	100.0	58	100.0

Table 21
PRE-TRAINING DELINQUENCIES BY TYPES OF ACTS COMMITTED

Type of Act	No. of Delinquencies	Percent	Type of Act	No. Delinquencies	Percent
I. Misdemeanors			III. Double or Multiple Offenses		
Disorderly conduct . . .	15	19.1	Housebreaking/unlawful entry and/or robbery	6	7.6
Running away from home	1	1.2	Possession of dangerous weapon and robbery . .	2	2.6
Petty larceny and assault .	1	1.2	Robbery and unauthorized use of motor vehicle . .	1	1.2
Simple assault	4	5.1		9	11.4
Possession of lottery slips.	1	1.2	IV. Miscellaneous		
Shoplifting	2	2.6	Receipt of stolen property (Felony if over $100 in value)	1	1.2
Drunk and disorderly . .	3	3.8	Contributing to deliquency of minor	1	1.2
Possession of deadly weapon	3	3.8		2	2.4
Petty larceny	3	3.8	V. Other	10	12.7
Destruction or tampering with property	2	2.6		79	100.0
Traffic violation	1	1.2			
	36	45.6			
II. Felonies					
Unauthorized use of motor vehicle	10	12.7			
Illicit sale of alcohol . .	1	1.2			
Illicit sale/use of narcotics	1	1.2			
Robbery	8	10.1			
Assault with deadly weapon	2	2.6			
	22	27.9			

the post-training period: survey results

Occupational Functioning

Employment Status. Of the 106 trainees interviewed, 92, or 87 percent of the sample, were employed. Fourteen respondents (13 percent) were unemployed. Most had been employed on their present job for an average length of nine months. The number of jobs held by respondents since training ranged from one to four. The majority (nearly 53 percent), however, had held only one job—including the 14 respondents who were employed at the time of the interview. Twenty-eight percent had held two jobs since training, and the remainder (19 percent) had held three or four jobs. Altogether, the sample population held a total of 163 jobs in the post-training period. Some of these jobs were fairly short-term and the mean length of employment in respective jobs ranged from four to almost ten months (Table 22).

Table 22
LENGTH OF POST-TRAINING EMPLOYMENT PERIODS BY RESPECTIVE JOBS

Jobs	Mean Length
Present job	9 months
Previous job	6½ months
Second past job	9¾ months
Third past job	4 months
All jobs	8 months

To some extent, these short-term periods of employment resulted from temporary jobs taken by trainees awaiting official appointments and civil service clearance, as in the case of the trainees in the Welfare Department programs. Summer jobs also influenced the average length of employment, as trainees—particularly in the teacher aide program—took summer employment to tide them over to the fall and reappointment to positions in the school system. In other instances, the short-term employment resulted from jobs terminated prematurely when funding for the positions was not renewed.

Job Referral and Job Changes. Institute for Youth Studies staff played a major job-finding and job-referral role providing information on 60 percent of all post-training jobs found by the trainees (Table 23). Although the Institute played an official role in placing the trainee on his first job at the completion of training, the staff's influence extended beyond this initial job placement. Frequently, this subsequent job referral was informal and unofficial in nature and resulted from the relationships established with the trainees, which encouraged them to remain in contact with the staff, even after the staff's official responsibilities for the trainees were met.

When the jobs were terminated for lack of funding and trainees were threatened with unemployment, the staff played an advocacy role in finding new positions for the trainees. They used their personal and professional contacts to obtain entry for the trainee and to smooth the transition from one job to another. Although it is impossible to assess the full impact of the staff assumption of this role, if the staff had not played the role, unemployment among trainees might have been more prevalent and a larger number of trainees might have found jobs outside the human service field.

Table 23
SOURCE OF INFORMATION ABOUT ALL POST-TRAINING JOBS

Source of Information	No.	%
Public Employment Agency (Fed. or local)	6	3.7
Private Employment Agency	2	1.2
Neighborhood Development Center	7	4.3
News Media	3	1.9
Relatives, Friends, or Acquaintances	13	8.0
IYS Staff	98	60.5
Former Employer	23	14.2
Other	10	6.2
Total	163	100.0

Former employers also played a significant role in directing the trainees to other jobs and together with Institute staff located 75 percent of all post-training jobs.

Reasons for Job Change. Slightly over one-third of those changing jobs had quit their previous jobs, while another third had been laid off. The major reasons given for quitting were dissatisfaction with the work or with working conditions, and the agencies' personnel policies. Job terminations due to lack of funding accounted for the major proportion of those laid off. Another large proportion of the group (nearly one-quarter) were transferred from one job to another within a given agency. This occurred primarily in two agencies—the Welfare Department, where trainees were transferred from one institution to another; and within the school system where they transferred from one school to another. Only five of the 56 respondents, or seven percent, who changed jobs were fired for unsatisfactory work or for encounters with the police.

If the percentage of those laid off (32 percent) is combined with those transferred (24 percent), more than half of the population experienced job changes for reasons beyond their control. In the absence of more specific information about the terminations and transfers, the most that can be surmised is that a significant proportion of the jobs were somewhat temporary in nature. For those who changed jobs, the opportunity for advancement and the salary offered were ranked in that order as the two most important reasons for taking a new job. Interest in the work was ranked by the trainees as only third in importance. It would appear, therefore, that the desire for economic mobility was a stronger influence on the trainees than the nature of the work being offered.

Economic Mobility. Each job change represented for the trainee an increase in salary over his past job and with each change, the incremental increase was greater (Table 24).

Table 24
WEEKLY SALARIES EARNED BY SUBJECTS DURING POST-TRAINING EMPLOYMENT*

Job	No. of Trainees	Amount
Current job	106	$86.12
First past job	42	72.52
Second past job	119	64.24
Third past job	10	63.00

*Salary on last job was used as current salary for subjects unemployed at the time of interview. All salaries were calculated in terms of take-home pay.

Not all trainees, however, experienced salary increases after training and there were some striking differences by training group in the extent of increase experienced. Trainees in four groups (recreation, UPO, teacher, and day care aides) received either no increase or a negligible one. Welfare interns experienced a sizable salary decrease, though this was primarily attributable to a reduction in overtime. Trainees in the remaining five groups, however, received an increase ranging in amount from $4.50 to almost $31 (Table 25).

There are two major limitations to the data: (1) the amounts presented represent take-home pay and are therefore subject to fluctuation based on changes in marital status and number of dependents, and (2) the data is presented in relation to training groups rather than in relation to trainees' present places of employment. The observable consistencies are nevertheless suggestive of certain trends. For example, three factors seem to account for changes in salary: the amount of time elapsed after the training; the trainees' educational achievement level, and the opportunity for occupational mobility provided in the employing institution.

The community apprentice and preschool aide training programs were the first programs conducted. Participants completed training one and a half to two and a half years prior to the interviews. The fact that trainees in these two groups experienced significant

Table 25
INITIAL AND CURRENT WEEKLY SALARIES AMONG IYS AIDES & INTERNS

Program	N	Mean Salaries (per week)		Amount of Change
		Initial	Current*	
Teacher Aide	38	$ 69.68	$ 71.12	(+) $ 1.44
Counselor Intern	13	82.84	101.32	(+) 18.48
Recreation Aide	5	89.20	89.20	(0) –
Day Care Aide	9	82.76	84.12	(+) 1.36
UPO Aide	1	91.00	91.00	(0) –
Geriatrics Aide	0	–	–	–
Welfare Aide	8	81.52	93.52	(+) 12.00
Welfare Intern	9	108.68	89.56	(-) 19.12
Community Apprentice	5	56.80	87.60	(+) 30.80
Mental Health Aide	9	73.24	77.80	(+) 4.56
Preschool Aide	9	63.24	76.00	(+) 12.76
	106			

*When subject was unemployed, salary on last job was used as current salary. All salaries were calculated in terms of take-home pay.

salary increases is illustrative of the factor of time lapse after training, particularly since the trainees in these groups were not primarily high school graduates. In addition, the positions provided for the preschool aides did allow for upward mobility. The same, however, was not true for the community apprentices.

The counselor interns completed training slightly less than one year prior to the interviews and they, too, received significant salary increases. Though their increase can also perhaps be attributable to the amount of time elapsing after training, the level of educational achievement in the group cannot be disregarded. All of them were high school graduates, some with a year or two of college. In addition, they were placed in jobs that included significantly more responsibility than most of the jobs developed for the aides. The welfare aides, who also were high school graduates, were placed in an institutional system which provided for movement from a GS-2 to a GS-4 position, given increased experience and the ability to pass a civil service examination.

Another factor accounting for the salary increases was the level of pay immediately following training. The trainees from the first two programs started out with the lowest pay rates and therefore had the greatest opportunity for upgrading, in line with salary increases in the human service field in general.

Approximately thirty percent of the trainees also experienced salary increases during their current or most recent job. Here, too, there was considerable variation among training groups. Although the data are somewhat confounded by the fact that not all the trainees were still employed in the job or agency that they were placed in following training, some interesting trends can be observed. As can be seen from Table 26, there were differences by training group in the number experiencing salary change. In no group did all of the trainees experience change, and in three groups none of the trainees experienced change. The percentage within each group experiencing a salary change ranged as high as 77 percent. The employing institution's defined opportunity for job mobility and its policy on merit increases and in step increases were significant factors in explaining the differences experienced by each group. Half to three-fourths of those placed in the Welfare Department experienced salary increases. More than likely this resulted from grade increases which trainees experienced in moving from a GS-2 to a GS-3, or from GS-3 to GS-4 positions. Two-thirds of the mental health aide trainees experienced increases, and these too were the result of longevity and experience acquired.

Data from the supervisors' interviews indicated that slightly over 40 percent of the salary increases can be regarded as merit increases attributable to good performance. Another 30 percent resulted from length in service. Supervisory request for increase, increased responsibility, and administrative adjustment provided some of the other reasons for salary changes.

Post-Training Employment. Although the greatest number of jobs in the pretraining period were not in human service areas, the overwhelming majority of jobs in the post-training period were in the human services. Of the total of 163 jobs held by the trainees since

Table 26
NUMBER OF TRAINEES EXPERIENCING SALARY CHANGE ON CURRENT JOB

Training Program	No. of Training Program Participants	No. Experiencing no Change in Salary	No. Experiencing a Change in Salary	Percent Experiencing Change
Teachers Aide	44	41	3	6.8
Counselor Intern	14	10	4	28.5
Recreation Aide	6	6	0	–
Day Care Aide	9	5	4	44.4
UPO Aide	4	4	0	–
Geriatrics Aide	1	0	0	–
Welfare Aide	9	2	7	77.7
Welfare Intern	10	5	5	50.0
Community Apprentice	10	7	3	30.0
Mental Health Aide	9	3	6	66.6
Preschool Aide	9	4	5	55.0
Totals	125	87	37	30.0

training, 80 percent, or four out of five, were in the human service field. There were, however, variations in respective post-training positions. At the time of the interview, for example, 89 percent of the sample (82 trainees) were employed in human service jobs. The proportion working in human services during each successive job since training, however, ranged from 36 to 69 percent. Since most of these jobs were short-term or temporary, this did not appear to represent a departure of any magnitude from human service work. Furthermore, in many instances these temporary jobs were taken pending the opening of a human service position, as can be seen from the fact that an overwhelming majority of the population was either still employed or re-employed in human service work at the time of the study (Table 27).

Table 27

TYPES OF JOBS HELD BY AIDES DURING POST-TRAINING EMPLOYMENT

Type of Employment	Post-Training Employment				Total previous jobs only	Total all post-training jobs
	Present job(a)	1st past job(b)	2nd past job(c)	3rd past job(d)		
I. Domestic or Personal Service						
Domestic worker, e.g., maid, custodial, janitorial, garden helper, private driver . . .	0	1	0	1	2	2
Porter, helper (also mail carrier), warehouse man, bricklayer-helper, deliveryman, bus or truck driver, usherette	2	4	2	1	7	9
Waiter/waitress, counter girl, night manager, bartender	1	1	0	1	2	3
Babysitter	0	1	0	0	1	1
Kitchen helper (busboy, dishwasher, cook's helper, etc.) .	0	1	0	0	1	1
	3	8	2	3	13	16
II. Non-Personal Service						
PBX operator, telephone operator (or trainee) .	0	0	1	0	1	1
Meat cutter, butcher's helper	0	0	0	0	0	0
Garment cutter, laundry spotter	0	0	0	0	0	0
Stock clerk	0	1	0	0	1	1
Building caretaker, desk clerk	0	0	0	0	0	0
Laborer, painter . .	1	0	0	0	0	1
Mechanic/electrician helper, meter reader .	1	3	0	0	3	4
Wrapper/packer . . .	0	0	0	1	1	1
	2	4	1	1	6	8

(a) Jobs in which aides are presently engaged;
(b) Last job held by aides before present employment;
(c) Two jobs before aide's present employment;
(d) Three jobs before aide's present employment.

(Table continued next page)

Table 27 Con.
TYPES OF JOBS HELD BY AIDES DURING POST-TRAINING EMPLOYMENT

Type of Employment	Post-Training Employment				Total previous jobs only	Total all post-training jobs
	Present job(a)	1st past job (b)	2nd past job (c)	3rd past job (d)		
III. General Human Service						
Youth counselor in state or federal penal or shelter institution or agency	13	1	0	0	1	14
Community organizer and counselor or interviewer for recreation, education and mental development, employment counselor, e.g., project assistant, program leader in Community Action Program, project leader	12	2	1	0	3	15
Assistant to supervisor in preparing displays, supervising charges and directing group activity (recreation aide, school aide, health aide, nurse's aide)	57	26	14	4	44	101
	82	29	15	4	48	130
IV. Clerical and Sales						
Secretary/typist/clerk/office receptionist/messenger . .	3	0	0	0	0	3
Salesgirl/man, counter clerk . . .	0	0	0	0	0	0
Keypunching of data, checks and money orders . . .	2	1	0	0	1	3
	5	1	0	0	1	6
V. Other	0	0	0	3	3	3
Totals	92	42	18	11	71	163

(a) Jobs in which aides are presently engaged;
(b) Last job held by aides before present employment;
(c) Two jobs before aide's present employment;
(d) Three jobs before aide's present employment.

Role Content of Post-Training Jobs

In order to understand the nature of the post-training jobs held by the trainees, a job content analysis was conducted. The following four major categories of duties were defined: professional, technical, clerical and maintenance-custodial. Professional duties were defined as those tasks generally thought by agency personnel to require some kind of professional training. Technical duties were those tasks that did not require professional training, but did require a degree of competence which could be acquired through workshops, short-term training, or some type of in service training. Clerical duties referred to secretarial-type tasks, and custodial-maintenance duties referred to tasks related to general upkeep of physical plant and equipment.

A role content analysis of the first post-training job held by trainees indicated that the performance of technical duties represented the major proportion of their time. Clerical and professional duties represented considerably less time, and maintenance-custodial tasks represented an insignificant proportion of assigned duties. At the time of the interview there was little change in this initial allocation of tasks with one exception: professional duties represented a greater proportion of time than was found earlier (Table 28).

A chi square analysis conducted on the relationship between early task performance and tasks performed at the time of the interview indicated that with technical, clerical and custodial-maintenance tasks there was a direct – statistically significant – relationship between the task allocation at these two periods. For professional tasks, however, the proportion of present duties was inversely related to those performed immediately following training. This inverse relationship was also statistically significant (p = .001). This indicates that there were more aides performing a substantial amount of professional tasks at the time of the interview than was true earlier in their employment.

This seems to indicate that there was some flexibility in the entry level jobs defined for the trainee population, and that there was a tendency for the jobs to be upgraded in terms of the nature of the tasks and the levels of responsibility at which the trainees would be allowed to function. This, however, was not true across the board. Although there was an over-all increase in the extent to which professional tasks were being performed by the trainees, there was also a good deal of variation by training program and agency placement. The teacher aides – few of whom were performing professional tasks with any degree of frequency or magnitude – were at one end of the continuum, in contrast to the counselor interns, whose jobs contained a higher proportion of professional tasks which they performed with a fair amount of frequency and regularity (Table 29).

Table 28
COMPARISON OF ROLE CONTENT OF
TRAINEES AT TWO PERIODS OF EMPLOYMENT
(N=105)

Role Content	Immediate Post-Training	Current
A. PROFESSIONAL DUTIES:		
1. Substantial	6	19
2. Moderate	21	42
3. Minimal	51	23
4. None	23	21
Could not rank	4	–
	105	105
B. TECHNICAL DUTIES:		
1. Substantial	50	53
2. Moderate	25	26
3. Minimal	19	18
4. None	8	7
Could not rank	3	1
	105	105
C. CLERICAL DUTIES:		
1. Substantial	3	7
2. Moderate	20	19
3. Minimal	58	57
4. None	24	22
Could not rank	–	–
	105	105
D. MAINTENANCE-CLERICAL DUTIES:		
1. Substantial	6	7
2. Moderate	8	3
3. Minimal	20	29
4. None	70	66
Could not rank	1	–
	105	105

Opportunities for Advancement

When asked to rate the trainees' chances for advancement within their agency, the supervisors ranked more than two-thirds of the trainees' chances as good or very good (Table 30).

Since the perceived opportunities for advancement can be quite subjective, however, an attempt was made to relate the supervisors' ratings with the trainees' experiences in the agency thus far. The trainees' achieved economic mobility was related to supervisors' perception of future opportunity in the agency, and subjected to a chi square analysis. The relationship was not found to be

Table 29
EXTENT OF PRESENT PROFESSIONAL DUTIES BY TRAINING PROGRAM

Training Program	Substantial 61-100%		Moderate 21-60%		Minimal 1-20%		None		No Answer	
	#	%	#	%	#	%	#	%	#	%
Teacher Aide	2	4.5	11	25.0	14	31.8	10	22.7	7	16.0
Counselor Intern	5	35.7	7	50.0	–	–	–	–	2	14.3
Recreation Aide	–	–	3	50.0	2	33.3	1	16.7	–	–
Day Care Aide	2	22.2	4	44.5	1	11.0	2	22.2	–	–
UPO Aide	–	–	1	25.0	–	–	–	–	3	75.0
Geriatrics Aide	–	–	–	–	–	–	–	–	1	100.0
Welfare Aide	1	11.1	3	33.3	1	11.1	3	33.3	1	11.1
Welfare Intern	2	20.0	5	50.0	1	10.0	1	10.0	1	10.0
Community Apprentice	2	20.0	–	–	–	–	3	30.0	5	50.0
Mental Health Aide	2	22.2	5	55.6	2	22.2	–	–	–	–
Pre-School Aide	3	33.3	3	33.3	2	22.2	1	11.1	–	–

Table 30
SUPERVISOR RATING OF AIDES' CHANCES OF ADVANCEMENT IN AGENCY

Aides' Chances of Advancement	Frequency	Percent
Very good	41	45.6
Good	26	28.9
Fair	11	12.2
Poor	12	13.3
Total	90*	100.0

*Fifteen supervisors felt that they were not in a position to give rating.

significant and it was concluded that achieved mobility was independent of potential advancement in the trainees' present jobs.

The trainee's chances of advancement, however, were related to his present performance of professional tasks. A chi square analysis was conducted on the relationship between the trainees' chances of advancement and the four categories of tasks described earlier at two periods in time – following training and at time of the interview. The only significant relationship found was between chances of advancement and the trainees' present performance of professional tasks ($p = .05$). That is, a significantly larger proportion of trainees who had a good to very good chance of advancement in the agency were presently performing a moderate to substantial amount of professional duties than those trainees who were given a poor to fair chance of advancement.

Although the data are incomplete, several factors relating to the trainees' occupational experiences appear to emerge. For one, the possibilities for future advancement appear to be related to observed excellence or potential for excellence. And in the absence of defined ladders of mobility, that ability can still be acknowledged through informal assignment of more responsible tasks and an unofficial upgrading of the job. Those who have the potential for advancement are those who have already demonstrated their ability and whose ability has already been acknowledged. The assignment of professional tasks appears to be a better indicator or predictor of future success on the job than salary increases already experienced by the trainees for, as has already been seen, a significant proportion of the trainees achieved salary increases for longevity in service as well as for good performance.

Supervision and Inservice Training. The trainee's opportunities for advancement were also likely to depend on the tenure and stability of his job, as well as the opportunities for learning provided in the employment situation. This refers to the extent to which his job is temporary as opposed to permanent, and the extent to which supervision and training were geared to enhancing the entry-level skills he brought to the job. In relation to these factors, the trainees' opportunities seem a bit less certain. Over half of the supervisors, for example, did not know the trainees' job status at the time of the interview. When trainee's job status was known, the supervisor indicated that 21 trainees (17 percent) of the sample population had jobs that were classified as permanent and 24 (or 19 percent) had classified but temporary jobs. Thus, slightly more than one-third of the jobs held by the population were classified. The status of the remaining two-thirds was either unknown or temporary. The fact that many more supervisors knew the trainees' status in the agency at the time of employment than knew it at the time of the interview, tends to suggest that either there has been no substantial change in the trainees' job status or that the change was made without the involvement of the supervisor.

Sixty percent of the trainee population received supervision on a daily basis, and an overwhelming proportion were supervised by professionals. Information on the nature and the purpose of the supervision, however, is lacking. Most agencies did not appear to have a specific policy on supervision and the extent to which the supervision was teaching-directed as opposed to administrative in nature is likely to have varied considerably. Although most aides were supervised, the supervision in most cases did not appear to be related to a program of skill upgrading and inservice training. Sixty percent of the aides worked in agencies where there was no inservice training. Forty percent worked in agencies where inservice training was provided – though there is no information on the extent of trainee participation in the training sessions. In addition, the nature of the training varied considerably: some agencies offered workshops, while others provided training through staff meetings and a combination of staff meetings and workshops.

It would appear, therefore, that most agencies have not yet defined a policy directed to maximizing the potentials of their nonprofessional staff. The job status of many of the trainees had not yet been defined and communicated to all levels of supervisory staff. Opportunities for learning on the job are limited and depend to a very large extent on the initiative and commitment of the individual supervisor. Inservice training, where it exists, is limited in scope and may not even be specifically geared to the level of the nonprofessional. In the absence of agency determination to provide the trainees with a degree of job stability as well as the opportunity for some upgrading through on-the-job learning or inservice training, the future of the trainee as a manpower resource for that agency may be quite limited.

Trainee Functioning On the Job

Generally, only slight change was observed over time in the trainee's job performance, in his regularity and attendance at work, and in his ability to get along with supervisors and colleagues. On all of these dimensions approximately half to two-thirds of the trainee population were highly rated, and this changed just slightly from the early employment period to the present. The performance of 55 percent of the aides was rated good to very good early in the employment period, and at the time of the interview, two-thirds of the population received good to very good ratings.

With respect to absenteeism and lateness, three-fourths of the population showed only a rare or minimal amount of absenteeism and lateness, with one-fourth showing a substantial amount of irregular attendance. On the basis of a chi square analysis, it could be concluded that the proportion of absenteeism and lateness exhibited by the trainees at the time of the interview was not significantly different from, or independent of, the proportions shown early in their period of employment.

Relations with peers and supervisors showed the same kind of consistency. Approximately two-thirds of the group was evaluated as having little or no friction in their relations with their supervisors and colleagues early in their employment and there was no significant change in this figure at the time of the interview.

These can be considered to be encouraging findings, for they indicate that from two-thirds to three-fourths of the trainee group was rated by their supervisors as functioning satisfactorily at the time of interview.

It is less encouraging to realize, however, that one-third to one-fourth of the group was not functioning at a satisfactory level, and that this was a proportion of the trainee population that remained fairly stable. It is interesting to note that evaluations conducted during training resulted in a similar pattern of findings. That is, even fairly early in training, the majority of the trainees received good evaluations from their supervisors and this proportion of the trainee population remained stable through to the completion of training. At the same time, there was little change in the evaluation of trainees who had initially received unsatisfactory ratings.[2]

There are several possible explanations for the negligible change, noted above, in supervisory evaluations received by the trainees. In such evaluations there are two aspects that need to be considered: the objective element of the trainee's performance and the factors influencing the supervisor's perceptions of that performance. From the point of view of the trainees' performance, for example, it may be that the trainees reached an early plateau in their performance and then stabilized their level of performance. It may also be that trainees quickly acquired a sense of their supervisors' expectations and performed accordingly. And the jobs may have required a minimal skill level that was quickly and easily learned.

The supervisors, for their part, may have allowed their initial judgments of performance to take on the character of permanence and a self-fulfilling prophesy. Their requirements and expectations may have been minimal, and thus easily met. They may have overidentified with the trainees and thus hesitated to rate poorly when they knew the trainees' program standing and job were at stake. They may not have clearly understood what was expected of the trainee, and thus may have rated him based on his capability rather than his actual performance.

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[2] See *Teacher Aide Report,* Appendix I.

These findings also raise some basic questions about the effectiveness and impact of the training effort. If the majority of the trainees are able to satisfactorily meet their supervisor's requirements by the middle of the training program, or almost immediately following training, does this indicate that the training is not a central factor in determining an aide's capability? Or does it imply the program is too lengthy for the skills required, or directed at those who need it least? If, on the other hand, one-third to one-quarter of the population shows little improvement on the basically unsatisfactory ratings received, does this indicate that training has been unsuccessful in helping those who need it most, or that perhaps it has failed to emphasize some needed content areas?

Summary and Discussion of Findings On Occupational Functioning

The salient findings on occupational functioning in the post-training period can be summarized in the following way:

1. The overwhelming majority of the trainees (87 percent) were employed at the time of the interview, and 80 percent were still working in the human service field, though not necessarily in the agency in which they were trained.
2. Slightly less than half of the sampled population (47 percent) had held more than one job since training, and the total number of jobs held ranged from one to four.
3. The average length of employment for the group was eight months, though the length of employment periods ranged from four to ten months.
4. Institute staff played a major job referral role in helping trainees to find positions – both in the immediate post-training period and subsequently.
5. Approximately half of the job changes were for reasons beyond the control of the trainees, though about one-third of the job changes were made because of dissatisfaction with personnel policy and working conditions.
6. The two major reasons stated for taking a specific job were the opportunities for advancement and salary offered, in that order.
7. For the most part, each subsequent job taken by the trainee did represent an upgrading of salary. The number of trainees receiving salary increases, however, varied according to training group, length of time elapsed since training, and opportunity for upgrading provided by the employing agency.
8. Role content of the jobs has remained fairly stable, with one exception: some increase in the performance of professional-type roles has been noted, though this is neither prevalent nor uniform for all groups.

Discussion

The findings with respect to the trainees' occupational functioning and performance raise as many questions as they answer. The study was an exploratory one and the findings presented were based on a small sample of trainees trained in the New Careers program by the Institute for Youth Studies. The generalizability of the findings may therefore be quite limited. Therefore, we will not attempt to make the findings appear more universal than they are, but rather will attempt to raise questions on the meaning and interpretation of them. Some questions will relate specifically to the assumptions underlying this program, and others to issues and problems warranting further investigation.

Motivational Factors in New Careers Training. One of the questions of concern to professionals operating manpower training programs is: What program elements are attractive to an occupationally marginal youth population? Is it the training, or the opportunity for a job? The opportunity for advancement, or the chance to work in the human service field? To some extent, this program was operated on the assumption that human service work can prove to be intrinsically attractive to this population. The findings, however, indicate that the principal factors motivating the trainees in their job-seeking behavior were, first, the opportunity for advancement, then salary, with the nature of the work considered third in importance. Does this indicate that as professionals, we have misunderstood the basic interests of an economically marginal population? Have we, who frequently make a job choice on the basis of the experience and the nature of the work offered, projected this value onto a population for whom a similar decision may be a luxury? The answers are not evident. However, it is clear that in designing a program, the needs and interests of those whom it is intended to serve must be considered. For this consideration to take place, more information on the nature of the participant population must be gathered and assessed.

If the finding that the opportunity for advancement takes precedence over the salary offered is in any way indicative of the motivations of this population, the popular stereotype that these youth cannot defer gratification and assume a future orientation in their decisions would need to be questioned. Exploring this further, we could ask if the dead-end nature of the job held by the unskilled and undereducated, rather than the low and menial salary paid, is a major contributing factor to the prevalence of job instability found among low-income populations. If the opportunity for advancement is more important than the present salary, it may be that the population could tolerate their salary if there were growth opportunity on the job. In reality, however, there is a lack of clarity about the meaning ascribed to opportunity for advancement. Was it thought to mean the opportunity for increased responsibility, better working conditions and more dignity? Or was it thought to refer solely to opportunities for increased pay? Again, more precise information on the factors motivating this population may make it possible to develop manpower and training programs to more effectively reach and sustain their interest.

Retention of Trainees in Human Service Work. In spite of the fact that entering human service work was not the major motivational factor for this population, a majority of the trainees remained in the human service field. What can account for this high rate of retainability? Here we can only speculate, as several explanations appear equally valid. For one, the training received and the skills acquired (particularly in OJT) may have given them a degree of marketability. Perhaps, the experience and skills acquired made them potentially valuable to employers in the human services. Were they indeed able to relate their training and skills effectively to other human service positions? They may have also remained in human service work because they were apt to hear of these jobs from fellow employees and their supervisors. The advocacy role assumed by IYS Staff may have also been a significant factor. Since IYS referrals accounted for 60 percent of all post-training jobs found, IYS staff was given the chance to play a prominent role in influencing and effecting job decisions. Considering IYS staff commitment to the program and their range of personal and professional contacts in the community, it is likely that most of the job referrals made by staff were in the human service fields. Thus, this too could have helped account for the large number of trainees remaining in human service work.

In addition, the trainees, regardless of initial motivation, may have become interested and committed to their work. Some may have become involved in working with people and may have derived considerable satisfaction from this. Others may have achieved satisfaction from the white collar nature of the jobs. Still others may have remained in the field because they thought they saw an opportunity for economic mobility.

Job turnover. In spite of the fact that the overwhelming majority of trainees have remained in human services, only a little more than one half of the group was still employed in the position in which they were placed following training. The other half of the group had held from two to four jobs since training.

There are several possible explanations for the job turnover of half of the trainee population. Many of the jobs were time-limited in nature. Although IYS required a one-year job commitment from the potential employer before undertaking training, and most employees did meet the commitment, many jobs were terminated at the end of the year. In addition to this reality, however, it appears that the trainee's personal career and job choice need also to be considered. Although the relative contribution of the following factors cannot be clearly specified, their influence on the trainees' decision should not be discounted. Such factors as trainee satisfaction vs. dissatisfaction with the job and the opportunities provided for job upgrading, on-the-job training, and advancement undoubtedly all carried some weight. Some trainees, for example, may have changed jobs because they were offered higher salaries, and others because they wanted a more stable job with a potential for upgrading.

At the same time, did those trainees who remained at their first place of employment remain out of indifference or because they saw a real opportunity for growth? In some agencies, it appears that the trainee could, through longevity and merit, upgrade his position and salary. Other agencies, however, did not make provisions for either merit or in-step increases due to length of service. In the last analysis, job turnover or stability can be seen as resulting from the interaction of two factors: the trainees' occupational expectations and the job opportunities provided by the agency. Although the dynamics of this interrelationship cannot at present be factored out more definitively, further investigation is needed to determine whether this population is likely to achieve occupational opportunities through longevity in employment or through frequent job changes.

The extent of real opportunity for job permanence and a career for the trainees is, at this juncture, still an unknown factor.

Although the data indicated that the trainees, for the most part, represented a satisfactory manpower resource for their agencies, their jobs were nevertheless often short-term in nature and lacked opportunities for occupational mobility. In addition, few agencies made provisions for trainee skill upgrading through inservice training. What factors accounted for the failure of human service agencies to provide more stable and long-term positions for the trainee? Budgetary factors undoubtedly comprised one of the major issues. In addition to the financial considerations, however, there are other issues that need to be explored. Were the programs, for example, really successful in producing a trained and valuable manpower resource for the agencies? Although approximately 75 percent of the trainee population received good to excellent ratings, what does this really mean in terms of alternative sources of manpower for that agency? And what does that rating represent in the absence of clearly defined standards of expectations? What costs do the agencies have to bear in terms of supervision, training time and productivity until these trainees become fully productive members of the agency staff? Are these costs warranted by the productive capacities of the trainees? What kinds of personal and role conflicts are engendered by introducing a new source of personnel to perform newly viable and useful roles for that agency? All of these questions relate to some of the unknown factors that perhaps underlie an agency's decision regarding the trainee's job tenure at the end of the one-year commitment, or even before. The viability of future New Careers programs rests on answers to some or all of these questions.

In the absence of defined and established policy for New Careers in the human services, what can we say about the opportunities in human services for a motivated, somewhat able, but credential-less population? The data appear to indicate that merit and excellence will be recognized. The recognition, however, may be informal *frequently as* it is formal. That is, the trainee stands a better chance of being assigned more responsible, more highly professional tasks than he does of being officially promoted into such a role. In addition, it appears as though, irrespective of the quality of the trainee's performance, he will be likely to confront a ceiling on his salary. Although the nonprofessional may do some of the professional's work – and some are moving in that direction – the assumption of tasks does not appear to be based on credentials and experience. If this is so, what implications does it have for future training programs? How much emphasis should be placed on immediate job skills and how much on remediation and basic academic skills? What are the possibilities for aligning the training experience with an educational institution so that academic credit is granted for the training and the job experience? Where should the limited manpower training dollar be invested: in training for jobs, in developing greater occupational opportunities for a larger sector of the population, or in coordinating educational efforts and occupational needs?

Post-Training Educational Functioning

Two-thirds of the survey population did not pursue additional education following the completion of training (Table 31). Of the third who did, approximately one-half returned to high school or attempted to seek the equivalency of a high school education. The other half took some college courses, went to business school, or participated in an adult or community education program. Of those seeking to complete their high school education, one-fourth had actually succeeded at the time of the interview.

Table 31
POST-TRAINING EDUCATIONAL ACTIVITY

Educational Activity	#	%
High School (or equivalency)	18	17.0
College (some)	6	5.7
Business School	6	5.7
Pre-College Courses	1	1.0
Adult Education Program	1	1.0
Community Educational Agency . .	1	1.0
No additional education	72	68.6
Total	105	100.0

The lack of involvement in educational activity, however, did not reflect the educational aspirations of this population. Four-fifths of the population, when asked, indicated a desire to continue their education. Twelve percent indicated a desire to finish high school; more than 46 percent indicated a desire to work for a college degree; and 18 percent aspired to a professional degree or some graduate academic degree. Of those indicating a desire to go on to college, the social science field was the overwhelming choice for field of study. Thus, most indicated an interest in areas related to the work in which they were presently engaged.

The discrepancy between present educational activity and educational aspirations is striking. Although only a few actually pursued their educational goals, lack of desire or motivation does not appear to be the explanation for the failure of the others to do so. One-third of those who were not enrolled in school indicated that lack of money was the overriding factor. Present family responsibilities, lack of initiative, and lack of time were factors cited with about equal frequency by another third of the population.

Several analyses were conducted to determine whether a relationship existed between educational achievement and occupational functioning. No significant relationship was found between educational achievement and either chances of advancement in the agency, the assignment of professional duties, or the prevalence of absenteeism and lateness. The one occupational factor found to be statistically related to educational achievement was the supervisors' rating of the trainees during the initial employment period. A chi square analysis conducted on the relationship between educational status and initial performance rating indicated that the initial performance rating received by trainees was not independent of educational status. This was significant beyond the .05 level of confidence. The analysis indicated that a larger proportion of high school graduates received good to very good ratings than high school dropouts. When performance ratings at the time of the interview were compared to educational status, however, the findings were not significant.

It is clear that the hypothesis that the program would have an effect on the educational behavior of the participant has not been borne out thus far by the data. The training program and the trainees' subsequent work experience have had only a minimal effect on their educational achievement. Their aspirations, however, are high. Nevertheless, intake applications forms and interviews conducted with the trainees prior to training have indicated that most came to the program with high educational aspirations. Thus, it is not clearly indicated that training and the subsequent work experience can be considered to have had a contributing effect. The financial factor still appears to be a major impediment to education. It was the major reason given by trainees for dropping out of school, and again it appears as a prominent reason for not returning to school or not being able to realize their aspirations for more schooling.

The discrepancy indicated by the data between the trainee's educational activity and his aspirations raises some questions on the depth of the trainee's commitment to seeking additional education. It may be that in indicating an aspiration for higher educational levels, the trainees were responding in a socially acceptable way. It may also be, however, that the desires are real, but that the obstacles are difficult to surmount. Numerous studies of low-income populations have indicated that their aspirations do not significantly differ from the aspirations of the middle-class population.[3] The difference may be in their wherewithal to realize their goals, and in the structual opportunities provided. Certainly economic wherewithal is an important factor in being able to pursue one's educational desires. The Washington area has lacked free higher educational opportunities for residents of the District. Furthermore, none of the employing agencies provided the trainees with the economic assistance to make the return to school possible.

The effect of educational achievement on initial occupational performance would appear to indicate that training cannot fully equalize the opportunity of the high school dropout with that of the high school graduate. For a variety of reasons, high school graduates appear to have the edge on high school dropouts at least in the early post-training employment period. Several factors might account for this difference: One may be the facility with which high school graduates are able to understand and follow through on directions. Another may be the better skill based on academic achievement that the graduate brings to the job. Another may be the inner discipline and self-control that frequently appear to differentiate the high school graduate from the high school dropout. Nevertheless, initial advantage enjoyed by high school graduates was not borne out over time. Experience acquired on the job appeared to erase the early differences, for at the time of the interview there was no difference based on education in the performance ratings received by the trainees. The reduction of differences in performance over time may have resulted from an acceleration in the delayed learning experience by the high school dropout. Or it may be explained by the level of skills required by the job – so that the high school dropout may be as qualified as the graduate.

Social Functioning – Delinquency

During the post-training period, only eight of the sampled population reported conflicts with law enforcement agencies. Of these, one reported a single offense and seven reported two offenses each. Altogether a total of 15 delinquent acts were reported. They ranged from disorderly conduct to assault. No relationship is apparent between the offenses and the employment status at the time they were committed. Trainees reported they were employed when nine of the acts were committed, and unemployed when two of them were committed.

This record of delinquency is in contrast to the pretraining period when a third of the trainees reported a total of 79 acts of delinquency before enrollment in the program. In comparison to pretraining delinquency, the number of post-training disorderly conduct offenses dropped from 15 to 2 – a weighted percentage decrease of 7.5, whereas the number of post-training traffic violations increased from one to five – a weighted percentage increase of 31.6. Unauthorized use of a motor vehicle was the second most frequent occurrence in pre-training delinquency–almost 14 percent; in the post-training period, it accounted for only one (6 percent) of the post-training offenses (Table 32).

Table 32
POST-TRAINING CONFLICT WITH LAW ENFORCEMENT AGENCIES BY TYPES OF ACTS

Acts	Number
Unauthorized use of motor vehicle	1
Traffic violations	5
Unspecified offenses	3
Disorderly conduct	2
Robbery/receiving stolen goods	3
Assault	1
Total	15

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[3] Hylan Lewis, "Culture, Class and Behavior of Low-Income Families." Paper presented at Conference on Lower Class Culture, New York City, 1963.

In spite of the fact that the post-training delinquencies were significantly fewer in number than those in the pretraining period, the value of the program as a delinquency prevention strategy cannot be completely concluded from this data. Several factors limit this interpretation: one is the fact that the post-training period was considerably shorter in time than the pre-training period in determining the number of acts. Another is the age of the population. It has been pointed out that the peak of delinquent behavior falls between the ages of 16 and 17. Since most trainees were at least 17 years of age when they entered the program, and anywhere from six months to two years had elapsed since training ended, most had already passed the peak of their delinquent years. The reduction in delinquency, therefore, might have been related to 'maturation', rather than an effect of this program. However, the data is sufficiently striking as to clearly warrant further definition in this area. If the change is related to the program – this would be a most significant finding.

development and behavioral impact on trainees

No attempt was made to objectively analyze and measure the developmental, psychological and behavioral impact of New Careers training on the trainees. However, many of the staff were psychologists and behavioral scientists, and a number of their accumulated observations and experiences deserve notation. The framework for these observations was spelled out in a previous report.

Nature of the Problem

The actions, life patterns, and problems of underprivileged youth have intrigued social and behavioral scientists for a great many years. Much data has been amassed on their academic performance and failure and on the incidence of social pathology and deviance among these young people, together with a spate of theory and quasi-theory to explain the statistics. Out of all data, there appears to be consensus that low-income youth, when contrasted with their more affluent counterparts, are characterized by: a poorer self-image; a greater sense of powerlessness; a more fatalistic attitude toward life; a lack of orientation to the future and a greater potential for anti-social behavior and impulsive "acting-out." Most studies have found youth from low socioeconomic backgrounds to be nonverbal, anti-intellectual, and, at best, primitive and concrete in conceptual ability. These youth are held to have unrealistically high aspirations, and, at the same time, more depressed expectations than their middle class counterparts.

These attitudes and outlooks are considered to be responsible for a complex of hampering behaviors. Low-income youth tend to leave school prematurely, and achieve little even when they persist in their schooling. The poor, in disproportionate numbers, are remanded to correctional and mental institutions where they are often looked upon as "untreatable" or "unmotivated for rehabilitation."

Students of behavior who study this population usually assume that intrapsychic factors – attitudes, identifications and values, for example – are the independent variables to be manipulated, while indices of social pathology are the dependent variables. Thus, the conclusion has often been drawn that a change in the way of life of the poor, or some other rearrangement of intrapsychic structures, would produce significant changes in behavior. What this approach often justifies, however, is the placement of the onus on the poor, and a call for the nonpoor to provide the therapeutic, welfare, and rehabilitative services that may produce changes in self-concept, aspiration levels, styles of life, and, hence, behavior.

There may be, however, another explanation for this kind of data, namely, that the styles of life among the underprivileged are themselves independent variables stemming at least in part from efforts to deal with an insoluble problem, the essence of which is exclusion from functioning society. When this dilemma facing the poor is analyzed, it is possible to gain a deeper understanding of their behavior and styles. Moreover, solutions offered for changing their behavior might most profitably stem from developing pathways for a different kind of existence – alternative ways of behaving and functioning in society which are currently almost nonexistent.

Seen in this light, the problem of poor youth is not so much they they lack an orientation toward the future, but, indeed, that they lack a future. They are made aware of this quite early, since there is often very little around them that is meaningful and relevant to future expectations. Only limited gratification and much frustration can be gained from striving for the impossible; consequently, poor youth create styles and coping mechanisms in relation to the systems which they can and cannot negotiate. Group values and identifications emerge in relation to the forces opposing them. Poor youth often develop a basic pessimism, not only because of personal history of deprivation and frustration, but also because they have a pretty fair idea of their immediate reality. They rely on and believe in fate, at least in part, because no rational system of transaction with the wider society is open to them.

A major problem facing these youth is the lack of skills, education, and orientation necessary to make a living in an increasingly technological and specialized society. They are unable to take the hurdle into productive existence since what is often their sole commodity, unskilled labor, is not in demand. No amount of hope will change this. Much of their "aberrant" or "delinquent" behavior and their feelings of depression and hopelessness may be seen as central features of being increasingly relegated to the sidelines as spectators of society – a role that contributes very little to any kind of positive self-concept or identification. This dilemma molds a significant part of their social, psychological, economic, and educational life.

A number of proposals have been offered to make inroads into this situation. Prominent among these are work training and retraining programs that would seek to provide the underprivileged with a wide variety of skills to enable them to enter the employment market. Almost all this training has to do with semi-skilled and skilled labor in various private industries and institutions or public works projects (the latter with a built-in drawback of not requiring too much transferable skill, and often available only as a means for temporary 'stop-gap' employment). The important fact remains, however, that in the past five years, rates of employment growth have slowed or declined in many industries of the private sector. Trade, manufacturing, construction, mining, and transportation have shown actual decreases in employment. Work-training programs tied to these areas often suffer from a "too-little – too-late" phenomenon that begs the question they were meant to answer.

On the other hand, the public sector claimed 64 percent of the job growth between 1947 and 1962, with the greatest increase occuring in the fields of health, education, and sanitation in local and state governments. These activities, influenced greatly by an expanding population, and relatively unaffected by automation, could provide a means by which great numbers of the poor might be put to work productively. Briefly, the argument that can be advanced is: a) there are more jobs than people in the helping professions (education, welfare, health, etc.); b) these professions contain or can be redefined to comprise functions which require little academic training, and c) these functions can be performed by persons indigenous to the underprivileged segment of our society.

Even more specifically, if one puts two points into juxtaposition – the fact that there are more jobs than people in the helping professions, and the fact that the incidence of mental illness and other forms of personal and social maladjustment are significantly higher among the socially and culturally deprived – it would seem apparent that social action projects designed to select, orient, supervise and utilize young people in new career lines would have great relevance to both mental health and employment problems. Not only might critical personnel shortages be alleviated, but involving young people in work that opens up possibilities for advancement and integration into society, as well as work that entails helping others, and potentially reconstructing attitudes, motivations, and values around such activity would likely be of significant therapeutic value in the personal and social adjustment of these youth.

However, in order to actualize a New Careers program, both the schools and the service institutions in the community must redefine their functions and perceive their responsibility to engage and advance these youth to the point of independence and employability. This is, in itself, a major service which they should be required by the community to perform. To achieve this objective, it is necessary to reverse current procedures and to make education and training an integral part of the job rather than to view employment as dependent on prior education and training. Thus, entry jobs become essentially one aspect of training for employment.

The system entails the acceptance of the following concepts: First, society has a responsibility to see that everyone receives adequate education and training to be able to perform a job. Second, if training is to be meaningful, particularly to socially deprived youth, jobs have to be provided and work experience, training, and education carried on concurrently so that work is considered one aspect of training. Institutions, agencies, and individual employers must accept the premise that they have a responsibility to assist employees to perform adequately enough to hold the jobs for which they are being trained. Third, if the new careers are to be meaningful, channels for employment and educational advancement have to be created. The nonprofessional aide must easily be able to become the subprofessional technical assistant and to move from there into full professional status if he has the capabilities and desire.

Some Basic Considerations

Youth who have grown up in the slums, particularly those who have failed repeatedly both at school and in the employment market, rarely perceive any possibility for ever succeeding in doing work which carries society's respect and in which they themselves can take pride. The experience they have had offers them little encouragement to feel that they have any control over their own lives, or a voice in the decisions made about them. Given almost any kind of training program, such youth will find it hard to believe that they can, or should, take on responsibility; that they, rather than authorities, should make decisions; and that they, rather than luck, can influence their success or failure. They tend to become easily discouraged if the action of the moment fails to achieve a desirable goal. Along with this, one need only point out that they have had little chance to view difficulties which arise in their lives as problems that have alternative solutions or are at all capable of being solved.

Taking all this into consideration, it was felt that a primary emphasis of the New Careers training program described in this report had to be on providing these youth with some mechanism for working toward a change of values and attitudes. Such a mechanism should provide:

- A sense of belonging to a group of individuals with common problems, interests, and expectations;
- A sense of competence, to be gained from doing meaningful work and having it recognized and valued by both peers and supervisors;
- A feeling of making a useful contribution through the opportunity of seeing the relevance of the work done to one's community, society, and personal future, and acquiring the skills and knowledge that make this a reality, and
- A way of gaining control over one's own behavior through the mutual regulation and support of others, as well as the exercise of responsibility to people with and for whom one works.

If for no other reasons than these, work in the field of human services appears as the most appropriate to the stated goals.

Once this choice is made, however, a number of important conditions follow:

1. For anyone to work successfully in human services there are some basic skills which must be learned. It is essential to be able to make contact with, to be concerned about, and to be at ease with other people. It is necessary to know how to observe what is going on in human interrelationships and to understand the meaning of behavior within a particular context. It is necessary to recognize that people react differently to different people and that no one deals equally well with all people. One must know that one's own feelings will at times get in the way, and learn how to be aware of these feelings and cope with them.

2. Because the development of nonprofessional human service positions is new and experimental and because the way in which the labor market will expand over the next few years is uncertain. it seems important to concentrate on training the youth as human service aides rather than purely as specialists in any one job position. This means trying to create in the aides a perception of themselves as part of a cadre of people functioning at a particular level in human and community services, with a specialization in a given area. In this way, they are potentially capable of making both the psychological and the technical transition to different specialty areas in human services with minimal difficulty, utilizing the group as a reference point when sudden moves are made. The need for such role flexibility and common identity is related to the problems created for the aides by the change in their own attitudes and standards of behavior. They tend to move away from their old associates on the streets, are not yet numerous enough to influence their own neighborhoods, and by reason of disparate background and lesser education, are unlikely to be fully accepted as social equals by the professional. Consequently, some center or clubhouse where all can meet, socialize, and share experiences seems to be a valuable institution. Such an association also provides a nucleus for the development of credit unions and other material supports which serve to increase the stability of the aides.

3. In teaching specific skills for one human service job, "the task requires the inclusion of enough theoretical background so that the youths can both perform satisfactorily on the job and have a sound foundation on which to advance professionally, given the motivation as well as the educational and occupational structure to do so."[4]

Without a carefully controlled research design it is extremely difficult to differentiate the effects of the program from that of a "Hawthorne" phenomenon or of the maturational process itself. Observations should be accepted in that context.

The fact that skills were learned, jobs filled, and performance rated as satisfactory over a fairly long period of time is itself evidence of social and psychological change of significant dimensions for this population. It is also clear that high levels of motivation and investment were reached both in the training program and in the jobs that followed. Trainees demonstrated a considerable amount of concern for their work and its effect on client populations. Responsibility, when given, was exercised in a concerned and satisfactory manner. This was particularly true in work involving children.

Trainees identified with the agencies, the professionals, and with the roles with which they worked. This identification itself seemed to lead to a new sense of personal and social esteem and identity based on job, skills and career. The experiences and responsibilities broadened social horizons and led them in many cases to be motivated to take on additional education and avail themselves of opportunities for advancement both socially and in employment. Their personal and social coping skills and self-concepts were enlarged and improved. A number of trainees became involved in the "world" and life styles of civil rights, community action and antipoverty activities in the city – in the context of their social and personal lives, as well as work. Several of our early trainees are now leaders in local social change and community and citizen action activities and organizations. Other observations[5] have been noted on the possible relationship between decreases in crime and delinquency, such as occurred among this population, and prosocial activities.

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[4] Solomon, F.; Walker; O'Conner, and J. R. Fishman, "Civil Rights Activity and the Reduction of Crime Among Negroes," *Archives of General Psychiatry*. 12, March, 1965, 227-236.

Staff discovered that when trainees were given opportunity, encouragement, and responsibility, they demonstrated a great deal of verbal skill which they used to advantage in their work, particularly with others from the same community. This points to the need to stimulate and recognize increased opportunity and utilization of already existing basic skills for the trainees. This is an important finding and should be used as a guideline in training, education and employment programs. All too often the "professional" shuts off many aspects of the trainees' already existing knowledge and skills because he does not understand, perceive, or accept the relevance of these strengths to further development or to the work itself. It is not just a matter of low-income youth having "primitive conceptual abilities" but rather that they have not been given the opportunity or the correct training approach for the proper development and use of their existing abilities. This "clean slate" approach on the part of the professional has disastrous consequences for motivation, morale, and learning ability. It is primarily a sterotype and bias. The life styles of the poor Negro urban dweller contain many individual and social skills and patterns of great value. Such persons also have remarkable adaptive and survival quality – particularly in interpersonal areas. When he is supported and encouraged, the trainee can use these to great advantage– both for his own development and for service to the community. The same is true for cultural traditions and patterns. This approach appears critical to the success of training as well as to the improvement of services.

It is the difference between allowing a person to build on his own sense of worth, self-esteem, identity and skills on one hand, and, on the other, tacitly demanding and expecting him to give up these things for a new and alien set with money and job as bait. The latter does not work. At best, it causes the trainee to have two faces – one for the white man's program and the other for his family and friends.

One problem encountered both by staff and trainees was the difficulty in maintaining a realistic perspective on aspirations for the future. Trainees frequently would be led to unrealistic expectations based partly on their own distorted perceptions of what was possible or had been promised, and partly on the tendency of staff to promise too much, directly or indirectly. Very often, staff would do this through their own over-enthusiasm or wish fulfillment – not recognizing the damage it could potentially cause.

Another clear achievement was the mutual learning on the part of professionals and nonprofessionals to work together and to deal with each other's problems without outright withdrawal, rejection, isolation or suppression. This is all the more significant since the staff was well integrated racially.

The issue of trust which is fundamental to many aspects of a program dealing with the deprived and disadvantaged is complicated by being partly dependent on:

- How effective staff is in accurately predicting what is going to happen, particularly with respect to job development, salary, etc.
- How honestly and openly staff is able to communicate this to trainees without becoming too depressing and discouraging when problems crop up.
- How intensively the trainee uses the problems, mistakes, and the exaggerations that come up as a defense and rationalization in reinforcing to himself that the professional doesn't really care and that he's been given another "snow job."
- How efficiently the professional handles this tendency. Our results in this respect were mixed, partly due to the fact that we were learning and partly because of the endemic problems already described in the job development section.

It is apparent that careful research and evaluation must be done, particularly in defining the overall impact as well as the differential effect of various aspects of the program.

In general, it was the conclusion of our professional staff that the program did have a positive impact on the psychosocial development, identity, and behavior of the trainees, although there was a wide range of effects. It was also observed that the impact seemed to be greater than that in many of the other methods of intervention with the same kind of population with which our staff had had experience. It would seem that the potential of New Careers as a form of psychosocial intenvention and rehabilitation is very great, and that the approach should be further explored as a major intervention for community mental health work both with adolescents and adults in poverty areas.

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[5] Fishman, J. R.; B. MacLennan; W. Klein, et al. *Training for New Careers.* President's Committee on Juvenile Delinquency. Washington, D. C.: U. S. Government Printing Office, 1965.

Chapter VI

perspectives

New Careers – an experimental demonstration program—was designed as an innovative work-training effort combining social rehabilitation and occupational change. This program presented a new approach to dealing with the job employment needs of a disadvantaged population and the manpower problem of the human service agency.

The major goals of the program were:

1. Training 200 disadvantaged youth (aides) for entry-level jobs in the human services.
2. Training 40 older young adults (interns) as trainers and supervisors of the aide population.
3. Developing human service jobs for aides and interns to effect their placement in these jobs.
4. Developing a training model which would be effective in holding power and in providing marketable skills required for specific jobs.

A total of 136 youth and young adults completed training for a variety of positions in the human services in Washington, D. C. Of this group, 112 completed training for aide positions and 24 for counselor intern positions. The vast majority of them are still employed, and most are still working in the human service field.

The performance on the job of approximately three-fourths of the trainees contacted in a follow-up study was rated as satisfactory by their supervisors, and almost one-third of them have received salary increases. In addition, delinquent behavior was considerably less prevalent following the completion of training, than it was in the pre-training period.

Of the 24 counselor interns trained, nine were trained for roles as trainers and supervisors of aides. Difficulty, however, was encountered in developing actual jobs for these roles, both in our program and other agencies. In subsequent training cycles, interns were trained for subprofessional roles as employment counselors and institutional youth counselors and were employed in this capacity.

The number of trainees who could be trained was inextricably linked to our capacity to develop jobs. Several factors operated to severely limit our job development potentials. The local community action program (UPO), the anticipated major employer, was unable to meet its commitment for jobs for our target population because it preferred employing adults in its community action program and desired control over the training of nonprofessionals for community action. Other agencies lacked resources in their budgets to meet the salary and administrative costs of instituting new positions. Because we expected that the local community action program would employ the greatest number of the trainees, we did not anticipate the need for a major job development effort, and thus did not fully develop a unit to handle this task. Nor did we define early enough in the program the necessary job development strategies that would need to be utilized. At the same time, the training of counselor interns as trainers and supervisors of trainees was closely linked to our training of aides, and our inability to produce sufficient openings for aides concommitantly restricted the opportunities for interns.

An approach to job development was tested which included attempts to find entry-level positions for trainees to ensure stability in those positions within the hierarchy of the employing agency and to promote development of some plan for mobility. We succeeded in establishing entry-level positions for 136 graduates of the program. In no instance was it possible to establish a career pattern from these entry level jobs.

Consequently, job placement took precedence over attempts to create jobs with career development possibilities. Efforts, however, were made to sensitize agencies to the importance of developing career levels, with the hope that this would be undertaken in the future.

The creation of entry jobs requires considerable lead or planning time before the inception of a training program. Sufficient funds for this lead time must be available. In addition, formal personnel structure must be established, and public agencies and civil service should be involved and committed to new job classifications or qualifications. The creation of viable entry jobs requires the redefinition and reclassification of role content and function of existing personnel positions and the endorsement and collaboration of the relevant professional bodies. Since the creation of entry jobs can effect the function and structure of any agency, the goals and service of agencies must be considered in the process of job definition. Furthermore, the development of a detailed job description clearly specifying job expectations is useful for both trainers and trainees in clarifying the role changes and in developing training curriculum.

It is possible to effect lateral mobility from one field into another if entry-level positions are created in a variety of community agencies in a given community, and if generic core training in the human services is provided to enable such movement. In addition, human service agencies need to accept the fact that an occupational field search is a natural and, in many cases, a desirable exploration that can be anticipated while a trainee is exploring the human services to locate the particular job he finds most satisfying. Movement from one job to another, therefore, should be regarded as constructive rather than negative, consistent with the kind of career testing undertaken by the middle class.

The creation of opportunities for vertical mobility for the human service aide at entry level to move upward into roles of increasing responsibility, complexity and salary level within the agency, implies the existence of maximum training-educational opportunities within both the agency and the community. Specifically, this entails the availability of educational opportunities in local high schools, junior colleges, colleges and graduate schools to enable the human service aide at the entry level to acquire the necessary knowledge, skill and credentials requisite for moving up the prescribed ladder while continuing his education.

Employing agencies need also to be responsive to the workers' aspirations for upward mobility. This needs to be reflected in such conditions as providing inservice training and allowing release time for study for trainees on entry jobs.

Employers might also consider assuming fellowships or financial costs incident to pursuit of courses by the trainees and undertake a strategy of collaboration with educational institutions to enable aides to achieve relevant knowledge and skills.

The training model that was developed was effective in holding trainees in the program and in providing them with sufficient skill to enable them to be employed. Several factors seemed to contribute to the program's retention power. Staff commitment and program flexibility were major elements as were paid OJT experience, the emphasis on small group process, the assurance of a job at the end of training and the simultaneity of the program components which contributed to producing an integrated and coherent work-training experience.

The three-month model, however, implied limited training time with the consequent results that the skills acquired were relatively simple ones. In addition, social competence was sometimes stressed over the acquisition of hard skills, so that evaluation of the program's long-term impact in relation to these two variables is difficult. Despite this frequent emphasis, however, preparation of trainees in social competences was still limited because of the short duration of the program and because training was not tailored primarily to specific individual needs, but rather to group needs. This may have resulted in some instances in probationary hiring and even infrequently in termination, although the prejudices and resistances of hiring agencies and staff must be considered in evaluating such negative outcomes.

This experience – a beginning step in job training and career development – raises some fundamental issues that need to be considered particularly as these experimental efforts become enlarged in scope and permanent in character. The optimum utilization of nonprofessionals is one issue which undergirds the entire New Careers concept. To ensure the viability of jobs for nonprofessionals we must consider not only the skills and capabilities of the workers, but the structure and service needs of the employing agencies as well as the needs of clients being served. Jobs need to be defined in such a way as to meet these separate but interdependent variables. The answers about which jobs will specifically address these given needs has not yet been determined, but it is hoped that future programs will be concerned with determining not only the answers but the strategies for implementing the answers.

Related to the question of how can the nonprofessional be best utilized, is the question of the effect of the nonprofessional on the professional role, and on the nature of the service rendered by the employing agency.

Neither of these were questions that could be tackled in the present program, but both are crucial for the acceptance and expansion of programs for the nonprofessional. Equally important are questions of recognition and acceptance of nonprofessionals by professional associations and groups, and the certification and legitimization of training and educational programs for nonprofessionals.

Chapter VII

the project in summary

In Perspective

In its broadest sense the New Careers project was an attempt to incorporate into one integrated program a number of important elements for training and rehabilitating the socially and economically disadvantaged. In addition it involved a major effort to promote the reorganization of the pattern, structure and content of human service agencies to make them more responsive to the needs of the trainee population and, hopefully, the needs of clients. This therefore was a probe into largely uncharted spaces of social change. What did such a "global undertaking" yield in terms of meaning to those associated with it beyond the actual structure and design? Five themes seemed to dominate the experience: commitment, flexibility, reorientation of professional perceptions, reconciliation of trainee and trainer interests, and the need for more effective job development.

Commitment – The Essential Ingredient

In staff meetings throughout the project, attempts were made to determine what factors might account for the several positive results which had been noted in day-to-day operations. Time and again, it was noted that trainees rarely seemed to drop out of the program, and even the "worst" candidates often turned out to be among the "best" trainees. Many suggestions were made to explain these results. The word repeated most often, however, and the one that eventually came to dominate virtually every discussion, was "commitment." It was clear that this word did not mean exactly the same thing to every staff member involved. For some, it meant the development of strong interpersonal relationships with trainees that bordered on the maternal and the dependent. For others, it meant forcing the trainees to look to one another and themselves for help, support, and understanding in a hard-nosed and consistent fashion. A few thought commitment meant setting a high standard for achievement and performance for the trainee, and not allowing him the "easy alternative" of failure or feelings of inadequacy. For all, however, the word commitment" stood for *somehow conveying to the trainee the expectations and faith of significant others about his actual or potential ability to succeed.* Moreover, it was quite clear that the principle of being committed was not only of benefit to the trainee, but also added measurably to the motivation and self-perception of the staff as being unique, different, and of a new breed.

Some measure of commitment is an important prerequisite for undertaking a human service aide program. The time is still far off when the social, political and economic climate of the country will be such as to make commonplace the utilization of a relatively uneducated, disadvantaged, and perhaps delinquent young person as a worker in human services. Various kinds of stigma attached to lower-class status are not dissipated by a few demonstration programs, nor do the human service institutions and professions easily reorganize themselves to accommodate such a program. Staff members in many agencies have said, "Of course, we would be glad to give some youngsters with 'serious' backgrounds a chance to work with us in a demonstration program. But the next time around – when we do this 'officially' – let's take only high school graduates or those with 'clean' records, because, after all, we want to give the program a chance to *really* work." As long as these conditions and attitudes exist in some form, an element of going against the grain will be a steady accompaniment to training and work programs. The latter will of necessity be predicted not on the way things are now, but on what could be if certain structural and theoretical changes were made – changes for which some opposition and resistance can be found at almost every point. Given these considerations, the issue of commitment is vital to the design and operations of New Careers programs.

flexibility in attitude and action

Closely allied to commitment – or perhaps, more accurately, an off-shoot of it – was the element of flexibility which permeated the thinking and behavior of those closely associated with the project, as well as the structure of the program itself. It was demonstrated in a variety of ways. Basically, flexibility meant being able to step out of the limitations of a given professional role in order to do those things necessary to accomplish program goals. It meant developing the ability to work in several directions and on several fronts. Administratively, it implied being able to expeditiously make decisions on such issues as the shifting of personnel, modification of program strategies and tactics, and redeployment of resources.

Reorientation of Professional Perceptions of the Poor

Related to the aspect of flexibility, but nevertheless an element in its own right, was the constant effort required of staff to reexamine *and* modify their attitudes regarding the disadvantaged. Emerging and re-emerging throughout the project was the realization that prevailing assumptions with respect to the so-called "poverty subculture" fail to differentiate the uniqueness of individuals and groups whose one common trait may be lack of money. When the labels of "hard core", "disadvantaged" and "deprived" were examined in flesh-and blood terms it became clear that they included a more heterogenous population than the labels implied. For example, it became apparent that trainees in a three-month program could acquire basic skills for job performance in spite of differences in the intellectual capabilities of the population. Performance in the behavioral and social skill area, however, was far more varied and depended on the kind of problems and motivation that the trainee brought to the program. Since satisfactory job performance was frequently more related to the trainee's social behavior, e.g., his attendance, initiative or sense of responsibility, the three-month training program with its emphasis on social skills was inadequate for some, and sufficent for others.

The trainees' acquisition of specialty skills seemed to be closely related to their perceived relevance to the job. The trainees tended to learn with greater facility and speed those skills required by the job and for which they were rewarded in terms of confidence and supervisory recognition. Additional variability was observed in the trainees' life styles and values. Many had values and life styles that were functional for work and could be strengthened in training. Others brought dysfunctional patterns which they had to modify during training.

In short, recognition of differences required the adoption of differential response to trainees, and an individualization of them by staff. In many ways, therefore, the program provided training for professionals as well as nonprofessionals, for there was the opportunity to examine one's biases and prejudices against reality and to begin to see people not as stereotypes but as real human beings.

reconciliation of trainer and trainee intersts

Despite the need to readjust their perception of the trainees, staff maintained a special interest in the experimental, rehabilitative and social change implications of the project. On the other hand, trainee needs were more visceral. They wanted jobs, and they tended to look to the trainers for such equipment. Both sets of needs were in constant flux throughout the project and required constant attention to maintain a reasonable degree of equilibrium between the two. While such efforts were variously successful, one predominating aspect emerged which had implications for other New Careers programs – namely, that the enrollees resisted the role of guinea pigs regardless of the experimental interests of the professionals involved. It is very possible that such interests may have to be further subordinated in future programs of this kind, or else that professionals must be prepared to deal with a considerable increase in trainee frustration and acting out.

the need for more effective job development

Staff commitment, flexibility in program design and implementation, the reorientation of professional attitudes, and other ingredients mentioned in this and preceding sections of the report, are vital but not sufficient to ensure the success of job training and employment for New Careers. Jobs provide the key element around which such programs are built. The job development strategy utilized in this project called for defining the nonprofessional roles through evaluating professional roles and determining tasks which could be satisfactorily performed by someone of limited education and skill. This strategy was adopted for pragmatic reasons. It represented the most expeditious approach to establishing roles for the nonprofessional without threatening professional roles. This approach, however, sacrifices the real possibility for establishing career lines for nonprofessionals and reduces the potential impact on the agency's personnel structure and the nature of the service rendered. In order to develop jobs that have a career potential, another approach to job development should be examined and tested. In this approach, the design of roles of professionals and nonprofessionals would be based on the best system of task allocation. It is, however, a long-term engineering job and social planning process calling for an evaluation of all staff roles in terms of their contribution to the goals of the agency, and it can hardly be accomplished within the confines of a time-limited program such as this one. Furthermore, the development of jobs and meaningful roles for nonprofessionals cannot be achieved solely by fiat from the agency executives. Decisions emanating from the top are insufficient to insure the acceptance and active involvement of line and professional staff in this effort. The success of a training and employment program for nonprofessionals is dependent on involving all levels of personnel within the agency, and the key to permanency and institutionalization of nonprofessional jobs is, primarily, agency involvement in all facets of aide training and employment. A nonprofessional's job can only be secure when the agency comes to see that the utilization of nonprofessionals is consonant with its own growth and survival.

Although future demonstration and experimental training programs may serve a fruitful purpose in the refinement of techniques and models of training, by themselves they can accomplish little to insure continuation and institutionalization of entry jobs and career opportunities for the nonprofessionals. This requires considerably more than demonstrating that a high school dropout can be trained to effectively perform a given job. Among other things, it will require a process of long-term social and manpower planning, an intensive reexamination of agency goals and functions leading to reallocation of staff roles and tasks in accord with these goals and functions, and the development of new agency training programs and systems of work-education-training to encompass the newly emerging nonprofessional roles and the roles of professionals working with them.

conclusions and recommendations

A number of general recommendations for the future development of New Careers programs can be distilled from experiences in this project:

Job Development

1. It is possible to create meaningful beginning level jobs, but doing so requires a significant commitment of lead time and planning before training can be started.
2. Funds, agency commitment, and staff time must be available for job and program development.
3. Informed and committed professional agency leadership is essential. This applies to all levels of staff.
4. The agency and civil service must be formally involved and committed to establishing new classifications and qualifications for jobs. This involves a considerable investment of staff time.
5. Job commitments should be obtained before training begins.
6. Major focus should be put on the development of new kinds of roles and functions, not just the placement of trainees in existing positions for which the entry requirements have simply been changed. When the latter is done without attention to redefining and restructuring jobs, they tend to remain dead-ended and nonproductive in terms of individual growth, training and career development.
7. Emphasis should be placed on the development of permanent jobs with full status, not just temporary jobs based on grant or contract funding which will run out in a year or two, leaving the trainee stranded, feeling betrayed and frequently worse off than before. If the position must be initially established on temporary funding, then plans from the very beginning should be made in a very concrete manner to provide the transition from temporary funding to permanent budget. If this planning is left till later, it tends never to be done or the staff finds itself with crisis situations which, even if resolved favorably, are detrimental both to trainees and the program. Failure to plan ahead can lead to displacement of the trainee to a menial, temporary or unrelated job simply because such a job is available.

8. It is important from the start to provide beginning subprofessional positions that represent the first step in realistic career ladders. Failure to do this may result in positions from which it is extremely difficult subsequently to provide career advancement because of the lack of relationship of skills and qualifications to existing advancement possibilities. Thus, the tasks and skills required in the initial positions may not provide any basis for advancement or for building a hierarchy of jobs requiring advanced skills and knowledge.
9. Functions and responsibility should be defined as concretely as possible in the job to minimize role ambiguity and problems of relationships with supervisors and co-workers. The more concretely the roles and tasks are spelled out, the greater will be the success and the less the anxiety and resistances both of the trainees and of supervisory staff. This also minimizes (though it does not eliminate) expecting too little or too much from the trainee in terms of actual training and job requirements. It further greatly enhances the relevance and appropriateness of related curriculum materials.
10. Since the introduction of subprofessionals into an agency affects the basic function and organization of services, job and career development and training must be based on a clear definition and understanding of agency programs, goals and services.
11. Job definitions and instructions, skills, responsibility, the importance of tasks and a sense of identity for the person filling the position should be emphasized in line with the goals and services of the employing agency. If the trainee feels that he has been placed in a "make-work" situation, his motivation and job functioning will be heavily impraired. He will give exactly what is expected in that situation–nothing.
12. The creation of new roles requires the change, redefinition, and reclassification of existing functions and jobs in order to make optimum use of all staff for optimum agency function. These changes should be supported with in-service and/or further professional training.
13. Endorsement should be obtained from professional and technical associations and unions, and close collaboration with them should be maintained.
14. Rather than unrealistically expecting everyone to conform to one homogenous beginning level or to limited fixed steps of advancement, jobs and job ladders can and should be created to fit all levels of ability.
15. Flexible alternatives are needed for trainees not successful at a given level or in a given period of time. Every effort should be made to prevent them from simply dropping out of the program.

Recruitment and Selection

1. Vigorous efforts, involving neighborhood outreach are required to involve hard-to-reach youth and adults, particularly men, in the training program.
2. Formal selection criteria can and should be minimal to avoid the tendency to screen out people who could otherwise succeed in the program.
3. Actual role and on-the-job trial and performance are the only reliable criteria for success in the program. No other devices which minimize the screening-out tendency are available.

Training

1. A carefully planned and structured training program is essential. Achieving this depends on close collaboration between training and agency staff members involved in on-the-job training and subsequent supervision of new employees.
2. The training program should nonetheless be kept flexible to meet emerging needs.
3. The approach to training should include concern for:
   a. The skills and knowledge required by job and career, and
   b. The needs, growth, and development of individual trainees.
4. The training design developed in this project was found to be generally successful. It included:
   a. On-the-job training begun for a short period of time on the very first day of training and gradually encompassing longer periods of time in six- and nine-month programs.
   b. Training in the basic knowledge and skills generic to all human services, e.g., human growth and development, community structure, etc.
   c. Training in the basic skills and knowledge generic to the particular field, e.g., health, for which the person is training.
   d. Skill training for the specific jobs trainees will be filling.
   e. Remedial instruction–with support and encouragement–leading to high school equivalency or further accreditation.

f. The use of the core group technique for small group counseling and training. This is essential to provide a base for problem solving, to integrate the various aspects of the training program, and to provide both peer-supported group counseling on work-related problems and feedback from work.

5. Stipends should begin from the first day of the program with increments provided for successful performance throughout the training and early employment period.
6. When the official training period is ended and employment begins, a structured systematic program of inservice training and continued subsidized higher education should be maintained to provide continuity, support and further development of skills needed on the job. The small group method can be used effectively to conduct this program.
7. The three-month training period seems adequate for providing a foundation for the development of skills and roles. However, it is not long enough to provide long-lasting retention, behavior modification or development of social and personal coping skills. It needs to be extended or followed during employment by a program designed to enhance the development of skills through inservice training and continued higher education.
8. Remedial instruction should be focused on job-related needs and job tasks. Life needs or problems should be used as vehicles of instruction.
9. Training should be provided to assist trainees in role development as well as the acquisition of skills. Role playing is an effective technique that can be used to accomplish this.
10. On-the-job training should be structured to provide supervision of specific tasks and role training. The content of job training should be closely integrated with the other components of the training program.
11. The various components of training (OJT, generic issues, etc.) should be conducted simultaneously during training both to enhance the integration of these elements with each other and the degree of learning achieved by individual trainees.
12. Group counseling in the core group should be directed to discussion of the real-life problems, tasks and issues that arise both on the job and in trainees' social lives. This approach is far more successful than one in which the goal is to provide intrapsychically oriented group therapy.
13. Behavior modification should be encouraged and expected to occur through the development, working-through, and acceptance of changes in conditions affecting behavior rather than through the development of "insight" or "attitude change."

Staff Training

1. It is extremely important to the program's success that training and supervisory staff learn to work effectively with trainees and new employees. Local educational institutions should be asked to provide training to increase the staff's effectiveness.
2. Training for staff should begin before the actual training of human service aides and should be continued in inservice training programs and seminars for staff while they conduct the training program.
3. Potential training agencies should be encouraged to develop the training capabilities required to provide OJT for trainees and inservice training for their professional supervisory staff.
4. Particular attention should be paid to characteristics and needs of the trainee population, to the roles of trainees and supervisors, and to relationships between trainee and supervisor and between trainee and client.
5. Training that will enable professionals to effectively work with subprofessionals and effectively utilize the subprofessional's skills should be built into the training programs of professional schools.

Career Development

1. It is possible to create lateral mobility from one field to another if:
   a. Beginning level positions are generally comparable in a variety of agencies within a community;
   b. Generic training in the human services is available to facilitate such movement by providing training that is basic to all human services, and
   c. Agency staffs understand that an occupational field search is a natural, and, in many cases, desirable exploration that can be anticipated while a trainee is undertaking a long-term commitment to a career. This exploration should be regarded as constructive in the same manner as the career testing that is common among middle-class persons.
2. Career advancement:
   a. Career ladders must be developed to provide structured opportunity for career advance-

ment (consonant with additional training, education and experience) to second-, third-, and fourth-level positions. Each step in the career ladder must include increased skills, responsibilities, salary and recognition.

   b. These career ladders must include not only redefinition of tasks but also the restructuring of agencies. They must become a permanent part of the budget classification and tables of organization. They require changes in personnel regulations, supervisory patterns, criteria for advancement and promotion, and linkages with related education and training efforts in order to achieve the necessary accreditation and certification.
   c. The ladder concept implies the linkage and articulation of these elements to facilitate advancement from one level to another in logical progression.
   d. Without the career ladder, aide positions will be dead-end, underpaid, relatively menial jobs with little holding and motivating power. Opportunity and support for career advancement is a major goal of New Careers.

3. Related education:
   a. Career advancement requires close linkages and integration of education-training institutions and resources to provide the educational opportunities that will enable the aide to acquire the necessary qualifications for advancement.
   b. There should be no moratorium on payment of full salaries while the aide is taking part in educational and training activity.
   c. Education and training can be provided in high schools, junior colleges, community colleges, colleges and graduate schools with which New Careers programs are affiliated.
   d. Establishment of joint work-study programs between agencies and educational institutions will allow employees to receive continued training and education with necessary accreditation for continued advancement and promotion. Thus, for example, once past the entry training period, the trainee should have opportunity for studying for an associate of arts degree in his given field while working. This course of study should be closely linked to fulfilling requirements and qualifications for promotion within the employing system. To ensure this, it is necessary to provide:
      (1) Released time from work for educational purposes;
      (2) Credit for structured and supervised on-the-job training, and
      (3) Credit and educational opportunities at the work site itself.
4. Certification: Systems of certification need to be worked out as necessary so that employees moving on to subsequent steps of the ladder are accepted by law, civil service, and technical associations and unions as qualified at a given level.
5. Curriculum materials: In general, existing materials are not geared to the New Careers population nor to New Careers roles and jobs; new materials are badly needed. Any curriculum that is developed must be flexible, but it must also include some amount of standardization to assist in the process of certification. It is very important to ensure community college accreditation for any curriculum developed.
6. Financing: If temporary funds are used to employ trainees, the trainees will be relatively vulnerable and expendable in comparison to the rest of the staff in the agency. Temporary funds have the expediency of allowing employment to be started, but problems are inherent in the use of such funds. It is important to do the necessary budget planning from the start that will permit rapid phasing-in of aides from a temporary to a permanent source of funds for salaries with the same security and status of any other employee. This can be done by several methods, including budget increase, budget reorganization, transfer of funds allotted for unfilled positions, and development of new patterns of utilization for existing and new programs.

   It is recommended that grant and contract funding for New Careers programs be provided over a four- to five-year period in diminishing amounts to support the career development phase and to realistically allow, encourage, and commit employing agencies to phasing-in permanent budget funds. It frequently seems unrealistic for public service agencies to accomplish the latter within the first year, due to their own budget processes and constraints.
7. Improvement of human services and manpower utilization: Ultimately, the goal of New Careers is to provide more effective human services to the community. It is therefore critical that this be a major consideration in job development and general utilization of trainees. This requires the examination and restructuring of tables of organization and systems of staff utilization. When done properly, an improvement of services can result; when done poorly, services may deteriorate. Sooner or later, as new categories of personnel are introduced into an agency, the issue of program reorganization for optimum utilization

of services has to be dealt with. This can mean amplification of the professional roles. For example, a professional may be able to spend more time dealing with special problems, supervising, consulting, providing intensive treatment and other tasks for which he is actually trained rather than performing tasks for which he is overtrained. This may also mean in many instances continued graduate education to support new areas of professional activity. It is strongly recommended that careful and systematic study be made of systems of delivering various human services and manpower utilization so that the use of nonprofessionals can be directed toward improving manpower utilization as well as the quality and effectiveness of services.

Part II:

source book of new careers training programs

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introduction

This section consists of selected reports of four individual training programs in the New Careers project. The reports are intended to describe in detail the design, process and experiences of the various programs conducted in the course of the project out of which the data in the preceding section was distilled.

The reports have the common feature of reflecting the basic philosophy, conception and structure of the New Careers training model. Within this basic framework, however, each report contains a number of unique elements which reflect such special features of the particular program as: the kind of nonprofessional roles for which trainees were prepared; the organizational requirements in the agencies in which they were being trained, and the modifications in curriculum content that were necessary in light of role and organizational differences.

For example, the reports on teacher aides and residential counselors, although illustrative of the experience and problems involved in training people to work for large public bureaucratic agencies, also depict two substantially different settings—one, a depressed school area in the inner city, the other, a large intramural institutional program for dependent, neglected and delinquent children and youth. The mental health aide program report, on the other hand, describes the training issues posed in preparing multiproblem youth to assume helping roles in a community mental health demonstration program stressing outreach techniques. Finally, the counselor intern summary describes the experiences of training indigenous persons to function as core group counselors in job training programs for their peers.

These reports are four "case studies" in New Careers training.

New Careers in Education

teacher aides

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"Y'know, before, the kids in my block respected me 'cause I was a tough guy'." He laughed as he concluded with some embarrassment and a touch of wonder. "I dropped out of school before I finished, and now they call me 'teach'!"

– A trainee in the teacher aide program.

Chapter I

introduction

The use of teacher aides in a public school system is not new. The significance of this program was the particular population trained to perform this function. Training of the disadvantaged for careers in education represents a meaningful and realistic approach to critical education problems in urban ghettos. Initial ventures into training programs such as the Philadelphia Great Cities Improvement Project demonstrated the advantages of using local residents for better school-community relations in underprivileged areas. The Bank Street College of Education's *Study of Auxiliary Personnel in Education* has pointed up the considerable potential of indigenous nonprofessionals or paraprofessionals in contributing to the quality of the educational effort.

use of aides

Because of the manpower shortage, school systems are increasingly using nonprofessionals to free teachers for the technical instruction appropriate to their training and skills. Disadvantaged youth, undereducated and unemployable, exist on the fringes of American society with little hope of entering the mainstream of job opportunity or of making meaningful contributions to their community. Training these youth for positions in the educational system has a double advantage. It creates a solution to the educational manpower shortage and provides an otherwise disenfranchised segment of the population an opportunity for skill training for a significant job with a future.

Disadvantaged youth can offer the school system an opportunity to build a work force of potential long-range employees to meet expanding personnel needs. As nonprofessionals from the community, they can interpret needs and problems of underprivileged students to professionals unfamiliar with the language and environment of their students. Some benefits which can accrue to school personnel and community residents through the use of disadvantaged youth as classroom aides are:

1. For the pupils, providing more individualized attention by concerned staff.
2. For the teacher, rendering his role more satisfying in terms of more mobility in the classroom and more opportunity for innovation.
3. For the school administrator, providing some answers to his dilemma of ever-increasing needs for school services, coupled with a shortage of professionals to meet these needs–a solution, but certainly not a panacea.
4. For the disadvantaged youth, providing meaningful employment which contributes both to his own development and to the needs of society.
5. For family life, giving youths, many of whom are or may some day become parents, the opportunity to learn child development principles in a reality situation.
6. For the community at large, providing a means through which unemployed and educationally disadvantaged persons may enter the mainstream of productivity.

To advance disadvantaged youth to the point of independence and employability, it is necessary to combine academic and skill training with job experience rather than to conceive of employment as dependent on prior education and training. The concept of training these youth as potential employees is based on the following hypotheses of the New Careers training model:

1. Permanent entry-level linkage jobs can be structured in the school system by increasing use of teacher aides.
2. Disadvantaged youth can be recruited and trained to fill these jobs effectively.
3. New Careers training can help people bridge the gap between lack of credentials in education and job entry with potential career mobility.
4. Entry training is just that amount of training which can best and most feasibly prepare the trainee to responsibly assume the duties of a teacher aide in the shortest amount of time.
5. The social, personal and psychological behavior of disadvantaged youth will be improved by involvement in a meaningful and important area of activity with a future.
6. Career ladders can be realistically developed in the educational system, providing an inducement for nonprofessionals to continue in formal academic training.

To demonstrate the feasibility of using disadvantaged youth as teacher aides, the Institute for Youth Studies developed a program in cooperation with the District of Columbia school system.

Participants trained in this program ranged from eighth grade school dropouts to high school graduates. They were males and females, aged 17-21. Some had previous histories of delinquency. All were either unemployed or underemployed at the time they entered training.

The teacher aide training program of the Institute emphasized the development of entry-level jobs with career potential through on-the-job training, specialty courses for specific skills and remediation, and small group or core sessions to discuss job-related personal and intergroup problems, job requirements, and community needs. Since no previous guidelines existed, the program represented an exploratory effort to define the needs both of the trainees and the personnel of the school system. The cooperation of the District of Columbia school system and its participating teachers was essential to the success of the three-month program. A significant feature of training was the use of interns, themselves high school graduates from underprivileged neighborhoods, with responsibility for the core sessions and the coordination of the aides with the Institute staff and the supervising teachers.

On the basis of its attitudinal objectives, the program was a success. These objectives were: (1) acceptance by the trainees of positions with an organization which for them had previously represented frustration, hostility, and failure, and (2) acceptance of the trainees as responsible staff members by a system which had previously viewed them as problems and/or failures. At the end of the training period, 44 of the original 50 participants were certified for successful completion of training to the satisfaction of both the school system and the Institute. All were hired by the school system as teacher aides for one year. The participating principals and teachers demonstrated their approval of the program by requesting the retention of a number of aides in the classrooms in which they had received training.

Several factors were crucial to the development of the program. The most significant of these was the agreement of the school system to cooperate with IYS in the selection of a random trainee group of disadvantaged youth in order to test the effectiveness of New Careers training with those who might not previously have demonstrated persistence, drive, and the readiness to learn. The system then agreed to provide actual job opportunities for these youth as teacher aides in the classrooms, and to employ those who successfully completed the program. Special training techniques then had to be devised in order to reach and hold those trainees who had not formerly responded to standard academic techniques of education. The techniques and curriculum had to respond to those responsibilities outlined in an initial and developing job description arrived at jointly among administrators, trainers, teachers and trainees. This involved the willingness of the supervising teachers to begin developing viable working relationships with their nonprofessional colleagues. It also involved continual examination of the program in order to gear the training to meet the developing needs of trainees and teachers as the job description expanded and became more specific.

major issues and recommendations

A New Careers training program has ramifications that extend beyond immediate program goals. In a real sense, it represents an intervention into individual lives, goals, and aspirations. It involves numerous institutional and social processes including professional prerogatives, supervisory structure, administrative decisions, regulations, communication, continuity and permanence of the work role beyond the demonstration phase, continual formal educational and accreditation, and adequate funds to support the total program. Each of these issues must be carefully considered prior to and during the operation of the program.

The results of the Institute's initial experience in training the disadvantaged as potential employees of school systems indicated several areas and problems that will require consideration in the development of future programs. Three specific recommendations can be made.

1. Role Definition and Development

The determination of roles for all participating personnel is essential. Many doubts and concerns with respect to professional standards that existed during the Institute's aide training program could have been prevented if more specific delineation of roles and functions of both professional and nonprofessional staff had been possible prior to its operation. Introduction of new roles into a traditional system inevitably affects and alters the functions of others within it. This "ripple" effect, if not considered seriously, can and does result in resistances and concerns regarding status, standards, and quality of service and additional responsibilities in the professional role. In this program, the serious ramifications resulting from a lack of formal reconsideration of the teacher role were most evident in the over- or underutilization of the teacher aide in school and classroom.

Our experience underlined the necessity for examination and identification of noninstructional roles which aides can perform. We found, however, that this could not be done without a simultaneous examination of the complex instructional tasks that require the skills of the teacher alone, and those "gray area" tasks which can be assumed by a paraprofessional trained beyond the entry-level skill requirements. In this way, a series of functions might be developed reciprocally in terms of the dynamics of the classroom and the skills and abilities of various staff.

2. Training

The development of the training process required the careful coordination of all participating personnel. Channels of communication need to be developed and maintained to utilize the suggestions and comments of the participants and to clarify prerogatives and problems. Elements of training include:

At the entry level

1. Curriculum development based on specific skills needed for the job and basic educational inadequacies revealed by tests for trainees.
2. Small group or core sessions concerning the needs and job-related problems of the trainees which can be discussed and analyzed in the broad context of the requirements of the employing institutions and the needs of the community.
3. General orientation for school administrators and teachers with whom trainees will work, including an opportunity to express any doubts about the concept of the aide training program and the professional challenge of the task.
4. Specific orientation for participating teachers in the development of assignments and the supervision of trainees in the classroom.
5. Preservice testing of the team approach by teachers and trainees for classroom use, guided by the training staff.
6. Orientation for trainers in the needs of teachers, the intricacies of the educational system, and the problems of disadvantaged youth as they encounter their first preplanned work experience.

For the future

7. Development of a comprehensive, continuing, in-depth program for the training and supervision of trainees as they become certified aides, closely integrated with a long-term program of stable, open-ended employment with the possibility of advancement.
8. Provision of opportunities for work-study programs through cooperation with community and junior colleges for successful trainees who wish to advance into roles requiring more knowledge and skills than the entry-level aide training program.
9. Cooperation of colleges of teacher education and departments of education in institutions of higher learning by (a) providing opportunities for trainees who desire to qualify for advancement on the professional level, and (b) incorporating into their curriculum the expanded role concept of the teacher in collaborative education.

3. Institutionalization

Since the Institute's program was primarily a demonstration of the feasibility of job development and training at the entry level, institutionalization of the teacher aide with opportunities for careers in education was not a component of the program. The need, however, for an extension of the program and further training with opportunities for advancement was stressed by staff and trainees alike. While trainees felt that the goals of the program had been realized, they also felt a priority need for assurances that the training would guarantee stable jobs for those who were certified as having successfully completed the program. The staff tended to look for more long-range possibilities of career development. Cooperation with school systems to develop career ladders ranging from entry-level aide training through positions as teaching assistants and associates with appropriate academic and experience requirements represent next steps in the use of auxiliary personnel in the school system.

The following recommendations represent a broad view of innovations needed for future experimentation in the development of new careers in education.

1. As school systems decide to use disadvantaged youth as nonprofessional personnel, the program should be incorporated as an integral part of the school system, rather than treated as an adjunct to the system.
2. Goals of the program should be considered carefully, stated clearly, and implemented by means of definite procedures.
3. The school system, local institutions of higher learning, and the leadership of the local community served by the schools should join in cooperative planning efforts, both before and after the program is inaugurated and institutionalized.
4. Each step on the career ladder should be specified in terms of functions, salaries, increments and role prerogatives, moving from routine functions at the entry level to functions which include greater responsibility and are more directly related to the learning-teaching process.
5. Professional standards should be preserved and all tasks performed by teacher aides should be supervised by a professional teacher trained for this function.
6. Opportunity but not compulsion for upward mobility should be provided for those who wish to train and qualify for advancement, allowing those who prefer to remain at the entry level to feel no lack of job satisfaction, status, or recognition of the worth of their services.
7. Time should be scheduled either during the school day or after school hours, with arrangements for compensation, to permit the teachers and trainees to evaluate their experiences and plan together for the next day.
8. The quality and quantity of supervision should be re-examined and tailored to fit the needs of each training and development program.
9. The personal needs and concerns of both professionals and trainees should be recognized as they adjust to a new and sometimes threatening situation.
10. An advisory committee of school administrators, supervisors, teachers, youth, parents, community leaders, and university consultants should be established to evaluate and improve opportunities for the use of teacher aides and to develop and refine programs for their use.

Chapter II

organization of the program

job development

This three-month training program took place in the spring of 1966. Initial planning discussions, however, began almost two years before that. As far back as 1964, staff members from the Institute for Youth Studies met with the school superintendent, key personnel, principals, and teachers, explained the aide concept, and listened to their mixed reactions. During that first year, some teachers and principals prepared a description of the job that the aides could do, and agreed upon a proposal to train ten teacher aides. This was submitted to the United Planning Organization as part of the school system's overall request for demonstration program funds. The plan was postponed, however, because of delays in funding the Institute's own demonstration training program which called for training of aides in a variety of institutional settings.

Discussions with school personnel continued, and finally two circumstances occurred which paved the way for operationalizing the plan. First, funds became available under Title I of the Elementary and Secondary Education Act of 1963, for hiring substantial numbers of aides in the school system. In the fall of 1965, the school system began hiring–mostly housewives and middle-aged women, some of whom had been volunteer workers in the schools. A number of the women had some college or other higher education background; others had little or no preparation. Some were trained by another community agency (Washington School of Psychiatry). Secondly, that winter the superintendent of schools, at a meeting with the administrators of the Institute for Youth Studies, endorsed the idea of training disadvantaged youth for aide positions and suggested that a suitable starting group might be 100. Considering its own resources, the Institute felt that a more appropriate number might be 50, since an important aspect of the project would be following up on the aides after training. There was agreement on this, and the school system assured at least one year's employment for aides who successfully completed the training.

As originally conceived, a number of objectives would be served as a result of this program. First, for the disadvantaged, this represented an opportunity for a new career in education, a different kind of entrance into a system which had previously often signified failure, and from which they felt themselves "locked out" and toward which they were alienated. This was in keeping with the Institute's overall New Careers demonstration training program in which similar youth had already been trained and provided with jobs in the fields of child care, recreation, welfare, and counseling. A second objective of the program was to free teacher time for professional functions. A third was the goal of enriching the traditional classroom environment by introducing more and different kinds of personnel. It is important to note that while the second and third objectives were acceptable rationale to the school system for using aides, serious questions arose regarding the suitability of the population being trained for these positions. As serious planning got underway, however, a number of practical and philosophical issues arose related to all three of these objectives. Some of these were solved easily, while others continued to arise throughout the program. In this report, we will explain these issues, their significance, and possible avenues of resolution.

The period of time between the actual decision to undertake the program and the target date for beginning was less than two months. In this interval, trainees had to be recruited, teachers and other personnel oriented to the program, a curriculum developed, and administrative and communication channels arranged. It was mutually agreed that the school system would select an experienced teacher interested in innovative educational techniques to serve as school coordinator for the project. As soon as the school coordinator was appointed, he began working closely with the Institute's training coordinator to set up the program. One of their first acts was to meet with the assistant superintendent in charge of elementary education to select the participating school and personnel. It was important to note that this assistant superintendent was not involved in the original decision to go ahead with the aide program. It was presented to her in the form of a directive from the school superintendent with very little qualifying information. She was already heavily involved in administering and coordinating demonstration projects, including the aide program mentioned previously. With only a limited staff available to her, responsibility for this new project represented both a challenge and a burden, particularly because there were no administrative or organizational guidelines at this time. This was the first of many meetings called by the Institute training staff, during which the functions of aides in the school system were gradually clarified, and decisions reached that were converted into rules and regulations.

Letters were sent from the assistant superintendent's office to ten elementary schools in the southeast and northeast sections of Washington. The principals of these schools were invited to accept five teacher aides, each to work in a separate classroom under the supervision of the classroom teacher. Five aides were assigned to each school for two reasons: (1) they would not be alone, but would have the mutual support of a number of peers working in the same building, and (2) the group would facilitate the organization of training sessions. All ten of the principals contacted responded affirmatively, and meetings were arranged with them to discuss further details.

the job description

A key issue in the program was the aide job description. In general, this description was devised to clearly delineate and divide the tasks of the aide from those of the teacher. The aides would be employed primarily in "noninstructional" tasks. At first glance, this seemed like a practical and useful distinction, guaranteeing professional prerogatives and at the same time defining the entry role of the aide who hoped to progress upward in the educational system. However, it was not as simple as it appeared. For one thing, there was not always clear-cut agreement as to what was an "instructional" or a "noninstructional" task. Very soon after the start of the program, some "gray areas" appeared, such as correcting papers, working with flashcard drills, and taking over a classroom in the absence of the teacher. Another stumbling block was the discrepancy which existed between the formal agreement or administrative directive, and the informal, everyday needs and problems of the classroom teacher. Thus, even though it was possible to agree officially on task areas, an individual classroom teacher was prone to violate this agreement in order to meet the needs of her own situation. These complex problems were items of discussion throughout the program.

A position paper (see Appendix I), developed by a consultant to the training program and distributed to all of the major actors, explained (1) that the teacher aide program was committed to training young people for potential careers rather than stop-gap jobs in a given field, and (2) that the aides should not be used in place of professionals. Instead, they should be supervised by the professionals and thus guarantee that the professional standards of the work setting were maintained. The job description for elementary school teacher aides (see Appendix II) followed the position in this paper. However, because the description was geared to kindergarten and the primary grades, it was not always appropriate for aides working in the higher elementary school classes. When this became apparent, supplements to the basic job description were developed. (See Appendix III: *Program Progress Report of March 9, 1966,* and Appendix II; *Supplementary List for Job Descriptions for GS-2 Aides in Elementary Schools.*)

In addition, when criticisms and suggestions were discussed and accepted by the assistant superintendent, she distributed administrative memoranda concerning appropriate tasks for the aides. In almost every case, the tasks added to the job description were in the "gray areas"—correcting papers with a key, participating in flashcard drill, repeating instructions already given by the teacher, and supervising children on the playground when the classroom teacher was not in attendance. To check the adequacy of the job description, a "check sheet" of aide activities was drawn up and the aides and the teachers were asked to fill it out. The check sheets indicated what tasks were being performed by the aides, the proportion of time spent on each, and the degree of independence of the aides' performance.

As the program developed, additional school system officers and personnel were called on to take part. For example, when supervising teachers from the Department of Supervision and Instruction went into the schools, they had no clear information about the aide program and, as a result, were unable to provide guidance or direction for the classroom teacher. For this reason, a special meeting for the supervisors was called to explain the program and distribute pertinent materials. The discussion focused on ways that supervisors could help the classroom teachers adjust to their new role.

Based on these experiences in organizing the program, it is possible to make four generalizations which may be helpful in other programs:

First, programs must be carefully planned before they become operative. Activating programs which are incompletely designed, in which goals are poorly formulated, or where communications systems are inadequate, will inevitably reap a harvest of problems.

Second, it is important to identify all the important actors who will affect or play a part in the actual utilization of the aide and to involve them in the planning and implementation process.

Third, there is need for organizing and establishing responsibility for adequate channels of communication within the system itself in order to guarantee that information flows freely among all the participants and provides a basis for responding quickly to problems.

Fourth, and perhaps most important, is the need for adequate clarification of the rules under which the program operates. These include a statement of the prerogatives of participating personnel, the grievance procedures, an explanation of the aide's relationship to the institutional structure, and the services he will render.

Chapter III

program dimensions

the training model

In a number of its programs, the Institute for Youth Studies has developed a model for training aides in human service fields such as education, health, mental health, and social service. The major components of this model include:

1. A combination of on-the-job training and classroom experience operated concurrently.
2. Small group (core group) discussion of problems which are mutually interesting to the trainees (such as adjusting to job situations, personal life issues impinging on work and attendance, and broader problems of relating to the community at large.) These groups are often led by nonprofessional group leaders who have been trained by the Institute.
3. Specialized instruction for the specific job the aide will do.

It was this model, with certain modifications for the particular school situations, that was used in implementing the teacher aide training program. For example, it was decided that the aide trainees would be assigned to individual classroom teachers with whom they would remain for the full 12-week training period. They would be released from their classroom assignments on Monday, Wednesday, and Friday of each week at 2 p.m. to attend group meetings with their group counselors. On Tuesdays and Thursdays at 11 a.m., they would be released to attend specialized training classes in classroom management and techniques, after which they would again meet in their groups. In this way, approximately half of the training time would be spent in the classroom setting where the teacher would have principal responsibility for directing the aide's activities. In addition, an effort would be made to coordinate instruction with on-the-job experience in order that the overall training meet the needs of both the trainees and the schools.

A school coordinator was chosen and assigned by the school system to coordinate these two phases of teacher aide training and to arrange for permanent job placement for the aides. Having a school coordinator who represented the commitment of the school system toward establishing a role for new personnel was a departure from job development procedures in other training programs, which had been run by agencies outside of the system for which they were training.

the selection process

After the interns were assigned responsibility for recruiting, interviewing and selecting the aides, notice of the program was sent to agencies throughout Washington, such as the United States Employment Service, the probation department, and neighborhood development centers of the local antipoverty program. In addition, trainees in other Institute programs were encouraged to spread information by word of mouth.

To be admitted to the teacher aide program, an applicant was required to be between the ages of 17 and 21, to be in reasonably good health, to have no gross physical or mental abnormalities, and to have no court cases pending. On applying, the applicant was asked to fill out a simple form, consistent with a fifth-grade reading level. Following this, each applicant was told about the training and the job which would be available in the school system. All applicants were then interviewed by the interns, who used a questionnaire guide prepared by the research staff of the Institute. This was to provide some background data on the aide and information concerning his perception of the school system and his attitudes about working for it. The questionnaire was not used in determining the applicant's acceptability. This was explained before the interview began.

After the applicants had been processed in this manner, the interns met to make a formal selection of trainees. This proved to be an interesting but difficult procedure. For the most part, the interns pushed for the acceptance of individuals on the basis of what they considered extreme financial need, a last chance for rehabilitation, or an expressed interest in teaching. However, some interns wanted to accept youths who appeared "hard core" in their attitudes and behavior, while others wanted to exclude all such applicants. Finally, as the result of a more or less random process, the applicants were selected. In order to attempt some balance between the sexes, all male applicants were accepted. Those women who were rejected became alternates. Despite this effort, we had nearly three times as many women as men.

characteristics of trainees and families

A total of 50 teacher aide trainees–13 males and 37 females–were selected for participation in the program. They ranged in age from 17 to 21; the mean age of the group was 19.9 years (see Table 1). Approximately three-fourths of the group were single at the beginning of training. Just over half of the group (26 trainees), however, claimed a total of 42 dependents. Seventeen of the trainees with dependents were single and their dependents accounted for 28 (66 percent) of all dependents. In contrast, six of the trainees with dependents were married and their dependents accounted for 10 (24 percent) of the total of dependents.

Slightly more than half (54 percent) of the trainee group indicated that they were still living at home, and almost half of the group (42 percent) listed themselves as the primary wage earners of their households. A predominant number of trainees came from large families, and the average number of siblings was 4.4. The number of children in the trainees' families ranged from 0 to 13.

Of the trainees' fathers who were reported as employed, half were employed in unskilled and semiskilled occupations. In numerical terms, 14 of the 28 employed fathers were employed in these occupations. The remaining 14 were self-employed or employed as skilled workers (see Table 2).

Table 1
TRAINEES AND THEIR DEPENDENTS[1]

	Male	Female	Total	
Trainees with dependents	8	18	26	
Number of dependents	16	26	42	
Single trainees with dependents	6	11	17	(34% of all trainees)
Number of dependents	12	16	28	(66.8% of all dependents)
Married trainees with dependents	2	4	6	(12% of all trainees)
Number of dependents	4	6	10	(23.8% of all dependents)
Separated trainees with dependents	0	3	3	(6% of all trainees)
Number of dependents	0	4	4	(9.5% of all dependents)

[1] Some caution needs to be exercised in interpreting the reliability of these data as it is not clear that all trainees understood that dependents in this case referred to dependent children.

Table 2
FATHERS' OCCUPATIONS

Occupation	Fathers (no.)
Unskilled or semiskilled	14
Skilled	8
Self-employed	6
Retired	5
Deceased	8
No information	9
	50

Although more than half of the trainees' mothers were not employed (27 mothers were listed as housewives), more mothers were professionals than fathers. (See Table 3.) In fact, the employed mothers were almost equally divided between professionals, on one hand, and domestic and hospital workers on the other. In addition, 16 percent of the trainees' families had, at one point or another, received public assistance.

Table 3
MOTHERS' OCCUPATIONS

Occupation	Mothers (no.)
Professional (teacher, nurse)	8
Unskilled or semiskilled (domestic, hospital workers)	7
Housewives	27
Deceased	1
No information	7
	50

trainees' occupational history

For the largest percentage of trainees (78 percent) this program did not represent their first contact with the work world. The 39 trainees who had previously worked had held from one to four jobs, though the group was almost equally divided between those who had held one job, and those who had held three. (See Table 4.)

Table 4
TRAINEES' PREVIOUS WORK EXPERIENCE

Jobs held (no.)	Trainees	
	(no.)	(%)
None	7	14
One	12	24
Two	9	18
Three	13	26
Four	5	10
No information	4	8
	50	100

At the time that they had applied to the program, however, only ten trainees (one-fifth of the group) were employed. The remaining 29 were almost equally divided between those who had been laid off and those who had quit. Only four of the previously employed trainees had been fired from their last jobs. (See Table 5.)

Table 5
TRAINEES' REASONS FOR LEAVING LAST JOB

Reason	Trainees	
	(no.)	(%)
Laid off	13	26
Company closed	4	
Temporary (i.e., Xmas job)	5	
No longer needed	4	
Quit	12	24
Didn't like job	5	
Insufficient pay	3	
No transportation	3	
Educational reasons	1	
Fired	4	8
Disagreement with employer	4	
	29	58

When the trainees were asked what kind of work they would like to be doing in five years, 20 percent indicated a preference for working either as teachers or as teacher aides, 20 percent in the clerical-secretarial field, and 18 percent in a professional capacity. (See Table 6.)

Table 6
TRAINEES' OCCUPATIONAL ASPIRATIONS

Occupation	Trainees (no.)	Trainees (%)
Teacher or teacher-aide	10	20
Secretary-clerical work	10	20
Professional (dentist, psychologist)	9	18
Skilled or semiskilled	9	18
Housewife	4	8
In school	2	4
No information	6	12
	50	100

More than 70 percent of the trainee group, moreover, expressed a feeling that their chances for achieving their occupational goals were fairly good. A combination of additional schooling and more experience was seen by 60 percent of the group as factors determining a successful goal achievement.

educational attainments and aspirations

Slightly more than half of the trainee group were high school dropouts who had completed from nine to 11 years of school. On the other hand, 42 percent had completed high school and one trainee had had one semester of college. Of the 30 trainees who were school dropouts, financial need and/or the desire to work were the reasons for leaving school given by 13 trainees or 43 percent of the school dropouts. One-fifth of the dropouts discontinued their education because of pregnancy (see Table 7).

Table 7
REASONS FOR LEAVING SCHOOL

Reason	Trainees (no.)	Trainees (%)
Help with family expenses	13	43
Pregnancy	6	20
Wasn't learning/poor grades	4	14
Couldn't get along with teachers	4	14
Arrested and/or institutionalized	2	6
Other	1	3
	30	100

More than 87 percent of the high school dropouts expressed a desire to return to school, and a large majority felt they could return if it were possible for them to work and go to school at the same time. Most of them experienced familial disappointment or disapproval over their decision to leave school before graduation.

An overwhelming majority of the high school graduates among the trainee group expressed an interest in continuing their education. Teaching, nursing, and business ranked high among their chosen fields of interest for continued study and were stated as perferences by four out of five of the high school graduates. Of all the fields mentioned, teaching was chosen by the largest number of trainees.

Almost 80 percent of the high school graduates stated their desire to get ahead as a major motivation for completing school. In some instances this referred to a desire for a good job and better opportunities while in other instances it referred to a desire to go on to college.

When given the opportunity to evaluate the amount of education they would need to achieve their life goals, 70 percent of the trainees felt that some education beyond high school would be needed. A little less than 70 percent felt that they could realistically expect to obtain some education beyond the high school level.

The trainees completed an educational aspiration self-assessment questionnaire–*Your Future Plans*[1]– choosing one of seven plans, assumed to be successively higher in level, which came closest to their future plans. (The seven plans and their numerical values are given in Table 8.)

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[1] Robert E. Herriott, "Some Social Determinants of Educational Aspiration," *Harvard Educational Review*, 33(1965), 157-177.

Table 8
POSSIBLE FUTURE PLANS

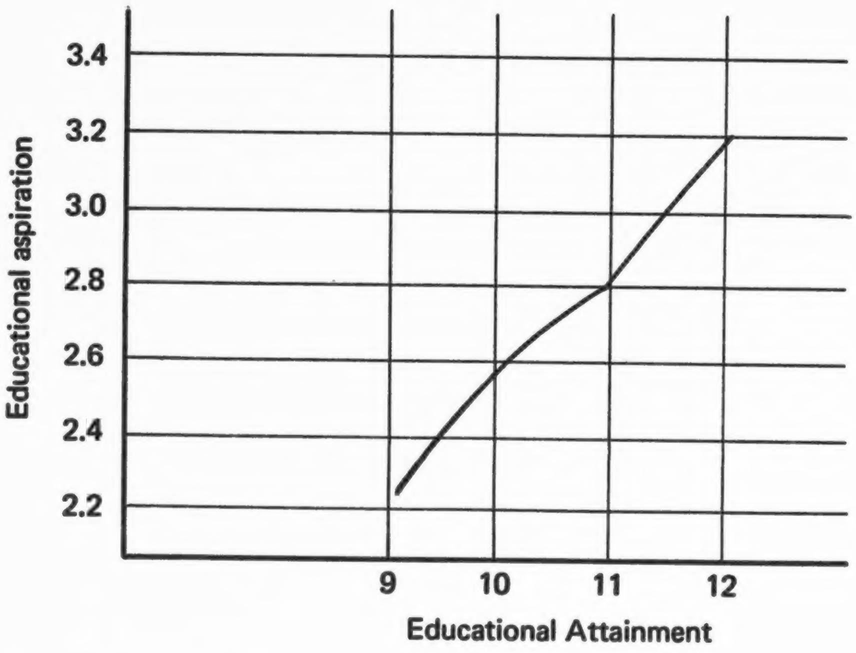
Plan	Description	Numerical Value
A	Get a full-time job (or go into service) with no plans for any more schooling	1
B	Get a full-time job (or go into service) for a few years, and then go on to trade school or college	2
C	Get a full-time job and go to trade school or college part-time	3
D	Go to a one- or two-year trade school or college full-time, and then get a full-time job (or then go into the service)	4
E	Go to a one-or two-year school or college full-time, and then transfer to a four-year college or university. After graduation get a full-time job (or go into the service)	5
F	Go to a four-year college or university. After graduation get a full-time job (or go into the service)	6
G	Go directly to a four-year college or university. After graduation go on to a graduate school or a professional school for further study	7

All aides were grouped according to their educational attainment. There were four groups ranging from the ninth to the twelfth grades. The mean educational aspiration (the sum of the numerical values of the plans divided by the number of aides) for each group was then obtained. A presentation of these results is shown in Table [illegible] is presented graphically in Figure 1.

Table 9
EDUCATIONAL ATTAINMENT VERSUS EDUCATIONAL ASPIRATION

Attainment	Aspiration
9	2.29
10	2.56
11	2.78
12	3.24

Figure 1
EDUCATIONAL ATTAINMENT VERSUS EDUCATIONAL ASPIRATION



As Table 9 and Figure 1 indicate, there appears to be a direct relationship between educational attainment and the educational level to which a person aspires (i.e., the higher he goes in school, the higher he aspires to go). Irrespective of how clear this relationship appears graphically, however, the range of the mean educational aspiration for the four educational attainment levels is rather small (from 2.29 to 3.24) and really spans only two of the seven levels (Table 9). However, the trend within this range is very clear.

A possible explanation of the trainees' seemingly limited aspirations may be related to the range of choices available in the instrument. Since the trainees were a self-selected employment-seeking group, the first three choices (Plans A, B, and C in Table 8) can be seen as reflecting their desire for immediate employment. The remaining choices (Plans D, E, F, and G), which reflect a desire for continued education on a full-time basis following the completion of training, were not chosen by the trainees probably because their immediate need was employment rather than advanced education. However, this does not mean that they lacked the desire for further education.

In summary, the youth who participated in the teacher aide training program come from modest to economically marginal circumstances. Many come from large families and approximately half of the group were contributing to the support of dependents. The fathers of the trainees were concentrated in low-paying occupations, and less than half of the trainees' mothers were employed in the labor market. Economic need was a primary factor in leaving school before graduation. However, under circumstances in which work could be combined with school, most of the dropouts would be interested in returning. Three out of every four of the trainees had been previously employed, but only one-fifth of the group were employed when they applied to the program. Most of the trainees, in spite of their modest backgrounds, aspired to additional education and occupational mobility.

orientation

Interns

The interns who served as core group leaders were responsible for two major tasks–helping the trainees adjust to their role as teacher aides and getting reactions from the supervising teachers regarding each aide's job performance.

To help prepare the leaders for these functions, the first week of the program was an orientation to the school system. During this period, the interns learned about (1) authority, responsibility and communication in the schools; (2) the relationships which exist between principal, teacher, clerical staff, pupils and parents; (3) the philosophy, approach and practical operation of a classroom, and (4) the role the aide would be assuming.

The orientation included readings, discussions, and observations of classrooms in action. A fifth goal which remained unstated was to familiarize the interns with the informal workings of the system and to deal with their anxieties and possible ambivalent feelings toward teachers and principals who would be their co-workers.

Aides

The formal training period for the aides began with an orientation week. During this time the school system and its personnel were described and interpreted in relation to the role of the teacher aide. There was a session dealing with typical problems that the aide might face in doing his job and procedures for adjusting them. In addition, during orientation week, the aides observed elementary classrooms in operation and discussed what had taken place. Also, the core groups were organized and began functioning with two sessions which dealt with indoor and outdoor games, songs for children, and physical fitness. From this point on, the aides began work in the classroom and devoted the rest of their time to small group (core group) and specialized skill sessions.

School Personnel

The Principals: The two coordinators met individually and collectively with all the principals concerned.

As a result of these meetings with the principals, basic administrative decisions were reached concerning the actual organization of the program. Some of these were:

1. Aides would have a half-hour lunch period in the teachers' dining room.
2. Aides could use the same bathroom facilities as the teachers.
3. Aides could share the teachers' lockers to store their clothing.
4. Aides would be welcome to attend PTA meetings.
5. Aides could attend faculty meetings by invitation.
6. The principals decided that they should meet several times as a group to discuss the aide program during the training period.

7. If possible, the participating teachers would meet with the training staff on a bi-weekly basis to discuss the progress of the program.
8. The group leaders and counselors for the aides would meet on a regularly scheduled basis with each of the classroom teachers.

Also, it was generally agreed that the principals would ask that a teacher volunteer to accept an aide into the classroom. Although most of the schools did this, in some cases teachers were selected to participate. In these cases, the principals made the selections on the basis of the teacher's experience and maturity, the degree of overcrowding in a classroom, and sometimes, because the number of slow learners made additional help desirable. Irrespective, however, of whether a teacher volunteered or was selected, many indicated their willingness to be part of the program.

The Teachers: Next came the task of orienting and involving the teachers in the program. Because of the way this program was set up–with an outside training agency developing a program for the school system during the school year–it was impossible to orient all levels of school personnel together. Also, the problem of using the usual administrative system of communication–assistant superintendent to principal to teacher–was not adequate because the upper-echelon personnel could not meet often enough to funnel down the necessary information to the teachers. For these reasons, the training staff and the school coordinator oriented each personnel level separately. This included arranging meetings, making presentations, and many times relaying the gist of discussions and recommendations from one group to another. This was particularly important in the case of the teachers. Since they were the key personnel in the training program, the ones responsible for supervision, on-the-job instruction and evaluation of the aides' performance, their understanding of the philosophy and purpose of the program was crucial. Regardless of agreements reached at various administrative levels, it would be impossible for the program to function without teacher support. For this reason, a number of meetings were held for the teachers both before and during the training.

During the first meetings, their response was generally favorable, although a number of questions were raised. Most of all, teachers wanted clarification concerning the jobs that the aides would do in the classroom. In addition, they asked if they could share the aide with other teachers and if they could teach them things they needed to know, particularly when this material had not yet been covered in regular training sessions.

On the basis of previous discussions with school personnel, a possible job description for the aides had been prepared and circulated among the teachers. This job description was to become one of the key issues of the program. At this point, however, it was simply a description agreed upon as a guide for the teachers.

In reply to the teachers' questions, staff members explained that it was the policy of the training program to assign only one aide to one teacher rather than sharing, because in this way the aides, particularly during the training period, would be more likely to form secure identifications and avoid confusion in regard to supervision. Also, the teachers were told they might teach the aides any additional skills they thought helpful.

As the training program got under way, the biweekly teachers' meetings were less successful. It was difficult to ensure teacher attendance because it was necessary to schedule the meetings after the school day, and there were no project or school funds available to pay teachers for this additional activity. With those who did attend, however, a great deal was accomplished. For one thing, the teachers had an opportunity to air their feelings about the program, and to seek advice concerning problems with aides. Also, the training staff gathered important ideas on how to improve the program. For example, the teachers' suggestions for modifications of the aides' job description were discussed with administrative personnel and used later in the program.

Because of this flexibility in evoking change, this program should be considered both developmental and experimental. Many of the original premises about what the aides should do and how the program should be organized were modified, sometimes radically, on the basis of program experience.

One issue that was raised repeatedly at the teachers' meetings was that of sharing aides with other teachers who had none. Some teachers felt that there was not enough for an aide to do in one classroom and, as a result, he became a burden to the teacher. Others said that the aide was wasting his talent and intelligence assisting only one teacher when he could be doing the same thing for several at the same time. The training staff decided to maintain the 1 to 1 ratio for the following reasons.

Due to the experimental nature of the program, for which there were no preset guidelines, some of the teachers were having difficulty relinquishing tasks from their workload, and, in addition, were becoming anxious about how to utilize their newly found free time. The training staff reasoned that if the aide were in the classroom all the time, the teacher would be constantly confronted with devising tasks for him and, in effect, be forced to reevaluate her own workload–redefining it, broadening it, and enriching it. Hypothetically, she would be assigning more and more tasks to the aide, commensurate with his increasing skill, and simultaneously developing new dimensions to the professional role.

Another issue brought up by the teachers was that they felt the program was too fragmented. They suggested the possibility of their working exclusively with the aides during the school year with the Institute teaching them during a special summer program. This approach, however, was at odds with the New Careers philosophy which holds the on-the-job training experience as pivotal to the skill and problem-solving process.

Also, the teachers were concerned about the academic level of the aides and pointed out that they needed remedial help, especially in the areas of penmanship and speech. The aides, too, realized their deficiencies and requested help. As a result of this mutual concern, remedial work was initiated through the Institute both during and after the training program.

To facilitate the meetings with the teachers, the Institute staff prepared several progress reports which included summaries of previous discussions. These reports (see Appendix III), which were circulated among all participating school personnel, included information about the kinds of jobs the aides were doing, what they were learning, and what problems and issues still remained to be handled.

Chapter IV

curriculum

rationale for curriculum development

Both the schools and the Institute were aware that many of the youth selected as teacher aide trainees had had very negative school experiences and harbored attitudes toward teachers and classroom authority that ranged from lukewarm to openly hostile. In addition, although the aides had volunteered to train for employment in the school system, the reasons which prompted their action were more in terms of a job than a career in education. One girl, thinking she was going to learn clerical skills, was disappointed and resigned from the program. Most of the other trainees, in spite of orientation training, were still vague about the role of a teacher aide. Still other problems were anticipated when the aides faced the responsibilities of their new roles. What would be the impact on their behavior and outlook?

All of these were considered in developing a curriculum which in addition to offering the necessary work skills would not only help the trainees understand their new roles, but would also help them support each other through the trials of their new experiences.

To begin with, the staff planned curriculum content which would deal with the relationships of the aide and the school children. As the aides began work with the children and their problems, the curriculum included instruction in children's growth and development, the psychological and behavioral characteristics of different age groups, the problems of relationships with them, and specific content areas directly related to school activities. From previous aide programs, the staff was aware that aides derive great satisfaction as they learn about human behavior—what makes people act as they do and how to deal with their problems. It is worth noting, too, that in other aide programs such as child care, recreation, social research, or vocational counseling, a general understanding and rapport with people was perhaps the most significant service offered the client population, while specific job skills were less important.

This was not true, however, in the school program. Although rapport and understanding were still very important, the aides were ineffective because they lacked specific skills such as how to do a class drill, how to write in the approved style, and even such a simple skill as drawing a straight line and cutting along it. When these deficiencies were recognized about one-third of the way through the program, the curriculum was restructured for greater emphasis on specific classroom skills. (See Appendix V: *Specialty Sessions V through XII.)*

job and skill training

Specialty skill instructors, employed on a part-time basis to teach the skill sessions, were selected on the basis of their past experience in dealing with learning problems similar to those expected from the aides. One was a former remedial English teacher; another had extensive experience in nursery school education and the third had worked with slow learners in a private day school. However, two of these instructors had no previous experience in training disadvantaged youth, nor were any of them familiar with the District of Columbia School System.

The training plan called for a Howard University

School of Education consultant, the school coordinator, and the intern supervisor (himself a former teacher in the D.C. schools) to provide the necessary backup consultation and supervision for the instructors. Also, arrangements were made for school personnel to instruct the aides in specific areas such as physical education, audiovisual skill, medical services, and fire and safety.

Meetings between the specialty instructors, the coordinators, and the School of Education consultant took place on a weekly basis. The major issue discussed at these meetings was the "misuse" of the aides within the schools. Despite the position paper which had been circulated, the detailed job description, and the various orientation sessions with principals and teachers, the aides were being assigned "instructional" tasks and were unsupervised while performing supervisory roles in the classroom and on the playground.

This situation was interesting because originally, the Institute staff had decided that aides were potentially able to fill not only clerical and "noninstructional" roles but also to assist in the actual instruction process. As a result of discussions with school personnel, however, particularly principals and teachers, the training staff eliminated all instructional tasks from the job definition. Moreover, the position paper which was sent out before the beginning of the program had guaranteed school personnel that their professional standards would not be jeopardized–the aides would not be used in roles for which they were not professionally qualified. The training staff, for its part, was committed to this agreement.

What was happening, however, was that actual classroom and school realities could not always measure up to this agreement. Aides found themselves in a conflict situation. Although the trainers had told them to follow the instructions of the classroom teacher, the teacher was assigning tasks that the aides had been told not to do.

This conflict was obvious in the first few weeks of the program, and among other things, resulted in the School of Education consultant resigning from the program. When the problem was brought to the attention of school administration officials, they pointed out that not only were the aides reporting their "misuse" to the training staff but that the classroom teachers, through their principals and other school officials, were letting it be known that they could not stick to the job definition because they wanted the aides to do more than was originally called for. To resolve the confusion, the administration, with the agreement of the Institute staff, decided that the job description should be considered a developmental process, rather than fixed rule. They agreed that additions and modifications could be made whenever there was need, so long as they did not violate any administrative regulations of the schools.

In deciding what the aides would or should not be allowed to do, the staff considered several concurrent issues. For example:

1. How adamant should or could the training staff be (particularly since it is an agency outside the school system) in demanding strict adherence to the job description?
2. What happened to the aide caught in the descrepancy? Should he "obey" the supervising teacher and "disobey" the trainers, or vice-versa?
3. There was a difference of opinion within the training program itself. On one hand, the interns who led the aide core groups said: "Stick to the job description, but if the teacher needs you to do her tasks, do them." This, of course, reflected their desire to help the aides adjust to the "system." On the other hand, the specialty skill instructors, who were concerned with maintaining professional standards and the quality of education, held to the straight authoritative line: "Don't."
4. The classroom teachers had been instructed to abide by the original job description even though they found it inadequate. However, since they felt that their needs were not being met, they sometimes made exceptions without making them widely known.
5. Another question which arose–how can a teacher who has no specific time for aide instruction function as an aide supervisor and still continue to teach her class? What changes should be made in the teacher's role in order to accommodate to the aide's presence?
6. Some teachers tended to be protective of "their" aide by not telling the training staff about their problem. Other teachers, who preferred only task-setting activities, requested that the training staff handle all problems.

However, there was even a disparity in the way these problems were handled. The training staff felt that all issues should be discussed immediately with all parties concerned. On the other hand, school system personnel often preferred the institutionally appropriate attitude of not "rocking the boat," and, as a result, chose to overlook rather than confront problems.

Following the resignation of the School of Education consultant, three important steps were taken: (1) There was joint agreement that the job description be re-examined and supplemented continually on the basis of the aides' classroom experience and the needs of the teachers. (2) The dissatisfaction of both aides and teachers resulted in a revised curriculum and a clearer definition of their roles. (3) An optional remedial program which was scheduled for evenings was offered aides who desired to improve their knowledge and prepare for the high school equivalency examination.

Although the training staff recognized at the beginning of the program that the trainees needed remedial work, they felt from past experience that it was better to wait until the aides recognized their own needs and requested assistance. These classes were continued even after the end of the actual training period. It is significant that the requests for remedial work coincided with these other developments. It is almost as if up to this time all the major actors had been operating on some unvalidated assumptions, testing what was appropriate in training teacher aides. The disparity between these assumptions and the actual situation resulted in a number of symptomatic behaviors. Fortunately, most of these were recognized for what they really were—program planning inadequacies which could be resolved through program modifications and further agreement.

But, the aide concept is new and requires an experimental program to determine its appropriate use. The situation discussed above illustrates again the importance of keeping *all* staff members informed about *all* aspects of an aide training program. In addition, the program must be flexible enough to meet unexpected problems and allow the necessary modifications.

curriculum outline

Elementary school and personal safety: An understanding of general safety and legal provisions in the school setting, including benefits and limitations; an understanding of proper use of buildings and building facilities and equipment.

Health and nutrition: An understanding of the importance of personal hygiene and the preparation of foods, clean-up and service.

Record keeping: The role of records, importance of accuracy and responsible documentation of specific facts.

Leadership: An understanding of leadership as it applies to teaching, involvement of the students, and the encouragement of sharing, fair play, and good sportsmanship.

Preparation for instruction: Assembling, dispensing and arranging materials and furniture for specific instruction and getting children ready to begin work. Knowledge of the school routines and time schedules.

Clean-up and change of activity: Cleaning, checking and returning materials to storage, taking inventory of equipment and supervising the clean-up by the children.

Direct assistance and supervision: An understanding of procedures and skills as they apply to the lunchroom, playground and classroom.

Characteristics of junior primary grade: A profile of the children who function on this level including their preferences such as drawing and cut-outs, listening to stories, and small chores. An understanding of their abilities such as copying simple forms (circle or square), counting, partial dressing of self, and putting material away. An understanding of their limitations, such as short attention span and inability to tolerate too many demands.

Characteristics of first grade: An understanding of the child's needs, such as movement, gross activity and rest periods, and concrete teaching. An understanding of his likes and abilities, such as collecting objects, doing puzzles, repeating of sounds, and interacting in small groups. An understanding of his limitations such as difficulty in making choices, tendency to "over-do," impulsivity and excitability. A general picture of what he can do and how he can be expected to behave.

Characteristics of second grade: An understanding of the child's behavior and interests such as sudden spurts of very active behavior, difference of boy and girl preferences in activity, fear of high places, lengthening of attention span, and enjoyment of manipulating pencils and chalk. An understanding of his abilities such as increased vocabulary, awareness of surroundings, questioning causes and conditions, shyness, fear of new situations. An understanding of his limitations such as dependency on guidance and reminders, moodiness, sulking, immature sense of property, shame about making mistakes, and tattling.

Characteristics of third grade: An understanding of the child as he probes curiously for answers; begins to collect, organize and classify, and develops motor skills, speed and expansiveness. An understanding of his abilities such as planning and completing role-play dramatization; developing sense of humor; developing orderliness and neatness; developing awareness of differences and similarities, and developing ability to see conclusions and make inferences. An understanding of his widening horizons such as intense interest in money, seeking detachment from mother, sense of justice, acting in "high gear," curiosity and energy.

Characteristics of fourth grade: An understanding of his developmental stage in increased skill in motor play, awkward posture, delight in time schedules, awareness of detail, definite concept of body image. What kind of pupil he is in terms of eagerness to learn; perfecting skills; making inventories; liking for history and geography; group play with "organization;" and liking of adventure and mystery stories. What the child is like in personality development, i.e., testing own skills, interest in punishment, rules and privileges, hero worship, boys versus girls, anxiety to please, tendency to be precise, sensitivity to correction.

Characteristics of fifth grade: An understanding of the child as he now emerges into a relatively stable and unself-conscious pupil, his need to be part of a group and tendency to be dominated by it. What he enjoys in the classroom, such as geography and history specifics, mental arithmetic, social problems, oral work. An understanding of his attitudes, such as fondness for secrets, budgeting of time and energy, response to firmness and affection, need to demand his rights, and vulnerability to group attitudes.

Characteristics of sixth grade: An understanding of the child as he experiences body changes, why he fatigues easily, his wide mood swings, his temperamental disposition and thinking. What kind of pupil he is in terms of enthusiasm for learning, cooperative work, insistence on fairness, greater powers of concentration, interest in current events, preference for group activity, creativity, growing ability to do independent work and special empathy with peers.

specialty instructor's comments and observations

Another dimension of the training experience consists of the observations and comments made by the skill instructors in the course of their sessions with the aides.

The term "explosion" mentioned in one of the comments refers to a sudden, accusing attack made on a specialty instructor. Having reached a point in their training where they needed specific skills which they lacked, the aides, supported by their group leaders, vented their frustrations by insulting the instructor and challenging his competence.

The instructors' comments are particularly significant because they convey the aides' struggle—with one another and with their new roles, authority, and responsibility. It was not always a comfortable process to observe, much less to be deeply involved in. Read with another interpretation, the comments reveal something of the impact of working with disadvantaged young people upon the "middle-class professional" who has never known them intimately before.

The instructors' comments included:

"This group seemed to be split in half—I called them the Hawks and the Doves—A, B, C, and D were the principal Hawks. E, F, G, H, and I were the Doves. J, in an apart kind of way, was more in the middle with a slight leaning toward the Hawks.

"The Doves did their homework, were quiet and responsive, well-mannered and generally neater in appearance. They were pleasant to be with, but generally not too stimulating. They seemed directed in their energies and goals. They were compliant and fairly submissive to authority.

"The Hawks somehow seemed poorer economically than the Doves. With the exception of D, their clothing was poorer and not well coordinated. C was the neatest, but her hair was apt to be on the wild side. Generally defiant of authority, they spent a fair amount of time goofing off or whispering among themselves or passing notes. They had few compunctions about interrupting. C was particularly adept at asking diversionary questions designed to steer the conversation or subject down a fruitless alley.

"The Doves had no real leader. It was clear that A was the leader of the Hawks.

"I will try to give a picture of each one. Before I do, however, I would like to point out that I felt in many ways a superior ability among the Hawks. When they wished, they were more capable; they often were quicker to understand ideas than the Doves. They had more the feeling of *individuals.* Had they been less absorbed in asserting their need for freedom and independence they could have been far more productive. Their relationships, between themselves, suffered from this particular need. They were derisive and destructive not only to me and the Doves, but to themselves and the world around them. Generally bright, they needed a firm hand to channel and direct their abilities. They needed direction and opportunities to see the destructive process. They often complained of 'unfairness' but seldom took positive steps to remedy the situation.

"Now let us look at individuals. Dove I always turned in her homework on time and neatly done. She was self-conscious about her weight and when we did the height and weight charts she made motions which made me aware that she did not want her weight taken. She could not say this directly to me.

"She was most unaggressive in stating her needs. She would ask for permission, as she did on one occasion, to leave to pay her rent. I told her, when she asked if it would be all right for her to go, that this was really a question she could decide for herself; that after weighing the relative importance of two things *she* could make a decision and then say to me, 'I *need* to be out to do thus and so.' This was hard for her to do.

"Of all the aides, E was the closest to the 'teacher' prototype. The most attractive of all the girls, E was well on her way out of the jungle. She is engaged to a young man about to graduate from Howard. She is a high school graduate. Her manner is gentle and quietly assured. The Hawks, led by A, wanted to tear her apart. One day, at break time, I overheard A indoctrinating D, who had just entered the group, on the rottenness of E's character. 'She thinks she's too good for everybody' was her theme. J said, knowingly, 'She'll be alright when a man gets hold of her. That'll teach her.' It seemed to me that he meant that sex would level her to where she belonged.

"I spoke to E privately. My wish was to make her aware of how her attitude might be affecting those people with whom she had day-to-day contact. Not to change her standards, but to think about how she expressed them. E seemed to grasp this concept quickly. 'But I am different,' she said, 'I was raised different. My home was quiet. My parents loved me.'

"F turned in every assignment faithfully, neatly, correctly—always on time. She listened politely, her manner always pleasant. One assignment was to compare present-day schools with the schools the aides had attended. F wrote: 'Today's schools are much better because the classes are smaller and the children get a chance to understand.'

"Subsequently I gave a spelling test. F did very poorly. Several words were missing, others misspelled. When I spoke to F she confirmed my feelings that her past schooling had rushed past her. She is normally not too fast in her thinking, perhaps because nobody had ever taken time to explain. We talked a little about being so frightened of missing things that one couldn't think at all. She said she would like to take the remedial classes, but didn't have the money for carfare. I told her I would try to see if she could get additional tokens.

"H got furious with J (the only time I ever saw him angry) when J suggested that his mother had protected him too much. H took this as an attack on Motherhood. He spells and writes very poorly. When we did the bulletin boards, H simply could not get started. He couldn't find the right pictures—he didn't have the letters, nothing was right. I asked D to help him and D did most of the job. I spoke to him about making mistakes, but I don't think I made very much of an impression. Once he told me that he had missed a lot of things. He said that in a fatherless household he had to leave school very early to make a living. One day, in my car, I taught him how to translate inches into feet. His essential role is acting like a helpless baby. He has just received his draft notice and is to report May 12.

"G is shy, very uncommunicative. She came to the program very late. One day I took her up to the bus stop and she told me she was due to get married this summer. The way she told me, it sounded like a jail sentence. I had no idea of the quality of her work until she did the bulletin board. It was beautiful and showed careful, thoughtful work. Her introduction to the class was miserable. She came on the day of the 'explosion' and must have felt as if she were entering the lions' cage at the zoo. At the very next class, when I assigned the aides to take weights and heights in pairs, A refused to go up with her. (A was angry with me because I would not let her have B as a partner.) G kept pretty much to herself, but she is a plugger.

"J never did a single assignment. When I spoke to him about it he said he was too busy. I asked him how his teacher would respond if he got that kind of an answer. J said, 'Oh—that's different. That's school.' He was enormously proud of his work in the classroom and spoke to me about the class frequently. He admired his teacher and tried to model himself after him. Sometimes he would say to me, 'I'll never make it. They'll take one look at my record and that will be *it*!' I think he was looking for the reassurance I gave him. His work in class was uniformly good. He grasped ideas quickly and carried out instructions with intelligence. J got a draft notice the last week of school. He was troubled more about how it would affect his school status than going into the army. I told him I would speak to the school coordinator. This I did and the school coordinator made certain efforts on his behalf.

"C was extremely volatile and very capable. Her work was well done and well organized. However, she is tactless and explosive, too easily influenced by stronger forces. C was elected to write the speech at graduation for her group. At that same session, later, we were speaking about how the aides felt about their working situations. C said, 'I don't wait for the teacher to tell me what to do. I find things to do. I tell you I think about that class the way I like to think about caring for my family—the way I like to keep my house.'

"I said, 'That's perfect, C. Be sure to put that in your speech.' At the next session she showed me her speech. It consisted of three or four sentences and I timed it at 35 seconds of speaking time. I asked her why it was so short and why she hadn't included the material we had discussed. She said she *had* written the longer speech but when she read it at the core session they had criticized it to pieces. They had said she shouldn't include 'all that personal stuff.' So by the time they got through chopping away at it, this was all she had left. I told her to rewrite it. At graduation (which was the next time I saw C) I asked her if she had put her speech in shape. 'Oh, D is giving the speech,' she said. 'I didn't have the heart to write it all over again. And besides, I guess I would be too scared to say it.'

"D is verbal, sensitive, and gifted. He is also ambitious, political, and directed. His feelings of superiority lead him to have delusions of ability in areas where he has truly little competence. He complained about being given vocabulary and spelling assignments. 'O.K.,' I said. 'I'm going to give a test. If all of you do well, we'll forget about those particular assignments.' On the test, D was well down at the bottom. He wrote n's instead of m's and had little grasp of spelling. D could be kind and helpful to the aides, but this kindness was always performed with a sidewise look to see that I knew about it. Although he came to the group late, he quickly established an undisputed position in it. He was somewhat unhappy about leaving his previous group. There he had felt the greater importance and prestige of the job they were to do. He kept asking me, at first, when we were to get to 'psychology.' One time he handed in homework to catch up on the material he had missed. Just a small part of it was in his own handwriting. The rest was in a far more sophisticated hand. I made a semi-kidding remark about it. At first, he pretended indignation, but when he saw the unpunitive feeling I had about it, he smiled and said his wife had done the job. The next week he turned in the work again, this time all in his own hand. D was a mixture of boredom and interest, sometimes writing notes, almost always doodling, sometimes verbal, thoughtful, and responsive.

"B always turned in assignments, well done and on time. She was usually quiet, but when spurred on by A could become argumentative and defiant. She was completely under A's domination and always looked to her for approval. She has good intelligence and ranked at the top of the group in spelling and understanding of word usage.

"In many ways, A was the most interesting member of the group. She has a high degree of intelligence, an ability to sense quickly or size up many situations. She was most unwilling to assume the role of leader which I offered her many times. She chose instead to egg other people on into defiant attitudes. When I asked her to write on the blackboard, she said her feet hurt. When asked to speak, she said she didn't feel well that day. Her mien was rather surly and unsmiling. Her attitude left much to be desired. One day, just before I gave a test, while waiting for some people to get ready, I made a few remarks about how necessary it was to project a positive feeling in one's work. A said, 'Are we taking a test or are you going to talk all the time?' Later I spoke to her about it. At first, she was belligerent, but soon she began telling me how she couldn't 'put on a face' for people. I think life has not been easy for her. She is not very pretty and dresses somewhat shabbily. I know she longs for pretty clothes. She makes no effort to improve herself physically. There is great potential in A. She has so much to give. If only she would allow herself to let other people know who lives in her house."

final specialty sessions

The final specialty sessions with the aides were devoted to pulling together and summarizing the quantity and quality of skills acquired. This gave them a chance to review both their intellectual and material acquisitions before they completed their training. In addition to what they had learned in class, they also had the beginning of a working portfolio which included games, songs, simple charts, cut-out letters, a picture file, and other materials for bulletin boards. (See Appendix V: *Specialty Skill Sessions* and *Suggested List of Films and Reading Material for Supplementing Aide Curriculum)*

The aides had a great deal of difficulty filling out application forms for employment in the school system, and in securing necessary documents. For this reason, part of the specialty sessions were devoted to practice in filling out the forms, and to discussions concerning who in the community could be used as an acceptable and reliable reference. These discussions served the dual purpose of helping the aide think through the problems, and reinforcing the importance of community relationships in other than a work situation. In addition to personal resources, the aides were told that they could call upon school personnel and the Institute for Youth Studies staff as references. A number had problems in locating their birth certificates, which again opened a discussion of the importance of keeping vital records and materials in an organized and secure manner. School personnel were extremely cooperative in accepting materials in lieu of those formally required.

A number of aides needed what seemed an inordinate amount of time to pull their materials together. To some of the program staff, this appeared to be an indication of apathy and indifference toward employment, but some questions can be raised about this. One problem throughout the three-month training period was the aides' lack of skill in following directions, and in organizing their thinking and materials for specific purposes. Perhaps the slowness involved in getting materials together was part of the same problem. Another possible explanation was anxiety about leaving the protective and supportive atmosphere of the training program, and moving into full-time employment within the school system. The aides had, in the last weeks of training, raised questions with the training staff regarding who they could turn to with questions and problems related to the job. Some felt that they could speak with their teachers and principals, but others felt the need for "a higher court of appeal." Their need for a protector in the system was reflected in the training staff's concern about the aides getting lost in a highly bureaucratized structure. The staff recognized the desirability of continuing contact with the aides during the complex transitional period from training to full employment. There was additional concern because the aides would be moved into summer schools, necessitating a change in supervision as well as location and routine. In the fall, the aides would return to their original classrooms and buildings, or possibly be reassigned to other schools.

It was felt that the persons who could most appropriately maintain contact with the aides would be the intern group leaders. Although both the school administration and the training staff recognized the desirability of this plan, they knew it was not feasible because the school system lacked funds for creating aide-supervisor positions for which the interns might be hired. An aide coordinator, however, was appointed by the school system to take supervisory responsibility for all of the aides in the schools.

Chapter V

the core groups and their leaders

the core group

As already mentioned, a major element of the training program was the small group of aides (the core group) meeting regularly under the leadership of a counseling intern. One purpose of this group, usually consisting of ten aides, was to allow the trainees to examine the attitudes and behavior patterns associated with their experiences at work and with one another. In addition, the group served as a potential decision-making body in which behavioral alternatives could be thought through, legitimate complaints handled, and grievances recognized and resolved. The professional staff members were encouraged to submit their problems and complaints to these groups through the leaders, and trainees were told that the group was the place to bring their problems, suggestions, and criticisms.

Throughout the three months of training, the most frequent problems were absenteeism and lateness. Most of the aides showed steady improvement on the job but found complying with work rules and regulations an uncomfortable and trying experience. Many group sessions focused on this exclusively, and, as a result, the aides became restive, bored and dissatisfied. The counselors also grew irritated at having to deal with the same thing over and over again. It appears that the counselors tended to discuss each lateness or absence as isolated incidents instead of treating the problem more broadly in terms of its causes and effects. For example, during Easter recess, a special workshop program was arranged. A number of the aides decided not to attend, and some made known their intentions to their leader. They were told that no absences would be excused, and that those who did not appear would be called in to talk with the chief instructor. As a result, a number of aides were placed on probationary status, which also meant that they would not be paid for days absent. The fact that this did not significantly affect the problem raises again the question that is explored and investigated in every group of trainees: what are the factors that contribute to trainee "success" and how can they be strengthened? Experience would seem to indicate that group support and confirmed feelings of self-worth play a significant role, when given opportunity and guidance to develop.

With all these difficulties, the overall program was carried out with a fair amount of success. The groups did not explode, the leaders did not walk out, and a great deal was learned by trainees, leaders, and staff. The question which remains is how relevant the learning was to future behavior and performance on the job.

In some interesting ways, each core group tended to differ from the others in terms of the behavior of both the aides and the leaders. In the role of leader, each intern brought something different to his group, and also responded differently to the challenge represented by the trainees.

In summary, the small-group element of the program was beset by a number of problems: inadequate definitions of various staff roles, conflicts concerning the duties and responsibilities of the group leaders, insufficient attention to status and prestige, and lack of suitable communication channels. Again, the major reason for these difficulties was the haste required to mount and implement this program after the decision to carry it out had been made.

In order to provide additional insight into the core group, the next section of this report describes the core group leaders.

comments on individual leaders

Group Leader A: "This counselor, at the first group meeting, laid down one ground rule. Her group, consisting of ten girls, all high school graduates, was going to 'make it' through the program without losing one member. Leader A was a warm, outgoing, highly competitive young woman who possessed a remarkable amount of energy and drive, and was determined to succeed. The girls formed a tight-knit group early in the program and actively supported each other when problems arose. When, on one occasion, a group member was particularly slow in performing a task, the girls gave her an ultimatum—either she came up with a plan to complete the task, or they would come up with a plan for her. They set a time limit which seemed reasonable to them. The member completed the task.

"On another occasion one member was absent excessively with excuses of minor aches and pains. The girls banded together, brought her in, and told her in no uncertain terms that she was spoiling their record and they would not tolerate further behavior of this kind. She was not absent during the remainder of the program. A, herself a highly verbal individual, tended to work with her group by saying, 'Don't talk it—do it!' They engaged in a number of informal activities after work and training hours and planned to meet as a group after the formal training period had ended. She tended to view her group as a closed corporation and participated minimally in supervisory sessions. All of her girls successfully completed the training program."

Group Leader B: "B tended to be somewhat lackadaisical in his approach to the group. He was an intelligent young man who disliked open conflict and argument. He was cautious about what he thought was hurting others' feelings, and found it almost impossible to confront his group members with difficult issues, such as their behavior on the job and in the group. He stayed mainly with the more neutral areas of absences, proper language, dress, and discussion of authority lines on the job. He found it difficult to set limits for the group and to establish his leadership role within it.

"The members of this and the other three groups were boys and girls, both high school dropouts and graduates, some with histories of delinquency. At the end of the program, they were, as at the beginning, a number of individuals with little or no group feeling. On one occasion a trainee absented herself from both work and training sessions, but appeared at the end of the day to fill out a time sheet in order to receive her stipend. Her behavior was hostile, attacking and irresponsible. B handled it by ignoring her, but neither he nor any of the group members discussed this issue subsequently. Several other members spent a great deal of time complaining about the supervision of their on-the-job training, their work assignments, and the program in general. While B permitted the complaining, he was often unable to help the aides examine the issues realistically or attempt to resolve them. One group member never uttered a word during the entire core experience. In supervisory sessions B tended to be quite protective and found it difficult to discuss problems other than lateness or absence."

Group Leader C: "C was a warm, sympathetic young woman with a down-to-earth common-sense approach to problems. She was able to establish individual relationships with her aides as well as with them as a group. Although her presence as a leader was always felt, she allowed natural leadership to emerge, and generally intervened only to guide the discussion or to raise issues which the aides were reluctant to raise themselves. She was able to encourage discussion of individual problems in a supportive way, but was not wholly successful in keeping the aides from attacking each other on occasion. The introduction of two new aides to her group at separate points in the program caused realignments among the aides and some personal conflicts which contributed to keeping the group from forming a more cohesive unit. Nonetheless, a strong bond among the aides did emerge in an interesting incident:

"One aide had been assigned to a particularly controversial teacher. During her absence this aide was drawn into an unpleasant situation which could have seriously jeopardized her teacher's trusting her. The aide was encouraged by C to go to those involved and inform them of her desire and intent to maintain her former close relationship with her teacher by refusing to comply with any move to discredit her. The aide agreed to do this on the following day, but she was unable to do so. When the IYS project coordinator was informed of the situation, she felt it was sufficiently explosive to merit some kind of intervention in order to protect the integrity of the aide's training status and to support her in bringing the situation into the open. At the core group session immediately following, the aide tearfully and vehemently declared that she could not return to the school, and insisted on a transfer. C, upset by what she felt was premature intervention and encroachment on her leadership role, tended to agree with the aide. The group meeting was emotional and heated. All of the aides initially joined in supporting the transfer request. After talking excitedly for a while about how difficult it would be to return to the school under the circumstances, they were encouraged to explore possible alternatives to transferring. The issue of loyalty to the teacher, who already appeared somewhat isolated by her colleagues, was discussed, as were issues relating to the aide's image in the school system. The group finally persuaded the aide to consider remaining. When she tentatively agreed to give it a try, one aide broke in assertively, 'If you do it that way, you'll fail. You've got to go in there and fight it out and stay!' Another aide suggested it might not be as bad as it then seemed. They all agreed to stand behind her and support her. This incident was followed up by C for a number of meetings. The aide returned to the school and discovered that she and her teacher had several friends who admired her courage and loyalty. The ostracism and unpleasantness which she had anticipated did not materialize and the incident proved to be an invaluable learning experience for all involved."

Group Leader D: "D was a young woman who tended to be somewhat distant and aloof. She felt a strong need to assert her role as leader in the group, and she did so by aligning herself with the professional staff, and by reacting to her aides almost in a stereotyped teacher role. (Her personal ambition was to enter the teaching profession.) She tended to lecture to the group and to scold and nag. Her problems with her aides tended to absorb much of the supervisory sessions. Frequently she listened to the suggestions of her peers and supervisor, but did not follow through. D demanded a great deal of attention and tended to be more concerned about her own acceptance by the system than about her aides. Four members of her group were dropped during the program and she vaguely felt herself to blame. It was from this group that one aide had to be dismissed because of emotional problems which were felt to be potentially harmful for the classroom pupils. D recognized that this aide was having difficulties. The group used her as a scapegoat, and D indirectly supported this kind of behavior. Although she was unable to modify her behavior, she was aware of it and requested help in handling her own feelings about this aide.

"Another incident which illustrates her awareness of her difficulties in playing other than a rather directive role was the following: several aides were accused by another of being absent from assigned duties at critical points during the day. The accused aides retorted by accusing this aide and another of having smoked marijuana in the boiler room. This was denied, but a real question remained as to whether or not the incident had occurred. D was reluctant to bring the problem into the supervisory session for fear that the aides would be terminated. She waited for over a week and then brought it to the IYS project coordinator, simultaneously pleading that the aides not be fired. The coordinator's position was that although no one could be terminated on the basis of rumor, the issue was extremely serious and should be brought up in the group session. If the incident had really taken place, the aides would have to be dismissed. If not, it could be used as a vehicle for getting the aides to consider their new role at work as well as its implications for behavior away from the job. D felt that she was unable to handle this kind of session without delivering a diatribe, and requested the presence of the coordinator at the next session. After having cleared it through the supervisor, a core session was held with D and the coordinator co-leading the group. D did learn something from this and attempted on subsequent occasions to use group discussion as a technique for handling problems."

Group Leader E: "E was the only group leader who was white. (All of the aides were Negro.) He came from an upper-middle-class background, but had severed family ties in an attempt to function independently. He was intelligent, and introspective to a fault, endlessly examining his motives, pattern of behavior, and role in the group. He tended to act in extremes, either assuming a dictatorial role, or relinquishing leadership entirely. The aides immediately sensed his lack of security. As a result, for a long period of time, they were the most boisterous and poorly behaved group. They began modifying their behavior only when other aides in the program made increasingly derogatory remarks about them. At the beginning of the program, E frequently excused his trainees from the group sessions, or dismissed them early. The aides tested him out at every opportunity. There was a strong undercurrent of racial feelings in this group. For example, one aide commented to another, 'That white boy better pull himself together.'

"In order to identify the basic problems and reinforce E's position, an experienced leader from the Institute's regular staff was assigned to work with him for a two-week period, with supervisory consultation from the regular supervisor and project coordinator. Although E did improve in his handling of the group, his attendance and tardiness became a problem, and he was eventually replaced."

evaluation of interns as leaders

Core group meetings are an essential part of the training process. For this program, group leaders were selected from among the counselor intern trainees who were just completing a nine-month training program at the Institute for Youth Studies. Most of these—two male and three female, between 22 and 31 years old, all high school graduates living in Washington—were very familiar with disadvantaged youngsters such as those training to be teacher aides. In fact, some of the counselor interns had similar backgrounds. Also, during their training, they had worked with disadvantaged youth in two other aide training programs, one involving a local day care association, and the other with the Roving Leader program of the District of Columbia Department of Recreation. Because of their experience working with young people, the training staff believed that they would be able to communicate with school system personnel about specific problems which might arise concerning the aides.

The groups met daily under the supervision of an Institute training staff member. The supervisor was trained and experienced in elementary education and had been closely associated with the interns during the preceding six months of training.

The core group leaders deserve attention because it is clear that their mood and styles of coping with situations greatly influence the groups they led. Generally, they were able to establish rapport with the aides quickly and were trusted by them. They were looked upon as leaders, as supports, and, in some cases, as people who could help solve problems.

The leaders felt that their work was important, but strangely enough, their performance tended sometimes to negate this. None of them was prompt in circulating written information about the program to relevant staff, nor did they interpret the material accurately, either to the aide or to the supervising teacher. Moreover, they were often inhibited not only in their contacts with the school system, but also with the training staff teachers doing the skill training. There is ample evidence that the core leaders were aware that some of the aides were dissatisfied with the curriculum, but they did not bring it to the attention of the instructional staff. This is a kind of problem that simply was not anticipated in the program.

The leaders were able, for the most part, to deal with specific issues but less able to generalize from these in terms of principles that could serve as a guide for future action. It should be pointed out that the leaders may well have been as intimidated by the school system as were the aides. Although they were all high school graduates, few of them had been successful in school and some had had severe educational problems. In this program they were placed in a particular bind. They felt they had to help their aides learn how to be comfortable in the school system, but they had difficulty in expressing to them and to the trainers their own discomfort with that same system. Daily, they had to face the supervising teachers, and in some cases the principals, almost as colleagues. It is difficult to imagine a more uncomfortable situation.

The interns met daily in group sessions for supervision. The sessions ranged from 60 to 90 minutes and were concerned mostly with:

1. Problems revealed in recordings of each preceding core session;
2. Concerns verbalized by the counselors;
3. Feedback from skill specialists, teachers and principals; and
4. Administrative concerns of the IYS staff.

Although the leaders were able to make helpful suggestions to one another, they were also, at times, brutally critical of various members during the course of supervision. Frequently this seemed to be a means of avoiding more painful subjects such as their own performance. At times the group banded together and rejected the supervisor as irrelevant. As a result of these difficulties, the program coordinator or the chief instructor attended supervisory sessions on many occasions as a means of "keeping the program going." Part of the leader's problem in carrying out his functions was his tendency to identify his own productivity as a counselor with the success or failure of his aides. In some cases this caused them to struggle with a problem too long before talking it over with their supervisor. They often "covered" for the trainees, possibly to avoid having their own work looked at critically. The concept of responsibility resting with the aide as well as with the leader was as hard for them to accept as it was for some of the professional staff.

Toward the middle of the program, the leaders began feeling anxious about their futures. They began to worry about whether or not jobs would be available to them when they completed their training. During this period of "letdown," much of the supervisor's time was spent pointing out potential job openings for the leaders and encouraging them to go out and seek employment on their own. Although this expression of concern lessened the anxiety somewhat, the core leaders were not completely able to devote themselves to the task at hand.

Chapter VI

conclusions

comments on the aide program

The program began with 50 aides and five interns acting as core group leaders. Of these aides, four were dismissed from the program because of their inability to adhere to minimum regulations in training and in OJT. Efforts were made to refer these youth to other possible sources of employment, and one entered a Job Corps program. One of the four was dismissed when it was discovered that she had falsified statements about her age. Another was dismissed because of an emotional problem which, due to its effect on the children in school, interfered with her job performance. The remaining two were dismissed because of excessive absences.

One aide resigned from the training program for more lucrative employment. Another aide dropped out of the program after two months and could not be located. She reappeared shortly after it had ended. On the basis of her work and interest as a trainee, she was encouraged to apply independently for a teacher aide position.

One youth completed the training program but was not awarded a certificate. He was unable to adhere to minimum regulations in training, but was an extremely verbal and charming person. On the basis of his repeatedly stated intention and periodic improvement, staff was reluctant to dismiss him. His testing of program limits was constant, however, and when the program ended the staff felt that it could not recommend him for employment. Interestingly, through his own efforts, he was able to secure a position as a teacher aide without IYS certification. His employment was terminated after several months, however, due to his continued excessive absenteeism and lateness.

Within the first four weeks of the training period, two aides were taken on as "replacements." One of these was a transfer from another aide training group, while the second had some previous experience in the Youth Corps as a teacher aide. The group of 45 thus constituted were all certified as having successfully completed the training to the satisfaction of both the school system and the Institute and were hired by the school system for the period of a year at a salary of approximately $3800.00.

Three of the intern group leaders indicated their desire to continue working in the school in some capacity. The move towards securing employment was spearheaded by one of the interns who had been taking night courses at D.C. Teachers College during the year. In examining possibilities with her, two employment alternatives were considered:

1. As an aide supervisor—a hypothetical position that might be established in the school system to provide for ongoing aide training and supervision.
2. As a pupil personnel aide—an existing job category in the school system, to assist guidance and other counseling staff, primarily working with potential dropouts.

The position of aide supervisor did not materialize because of lack of funds. Requirements for the position of pupil personnel aide were graduation from high school and one year of college or its equivalent. One of the interns had already completed a year of college. The Board of Examiners for the school system agreed, in the cases of the other two counselors, to accept their nine-month training given by the Institute for Youth Studies in lieu of college experience. All three were subsequently employed by the school system as counseling aides.

the aide's observations

In most training programs, the staff spends a great deal of time anticipating the needs of trainees, making changes where appropriate, and evaluating what they have done. Although it is often overlooked, the trainees, too, are making their own judgments, adjustments, and evaluations. In this program, as in all others carried out by the Institute for Youth Studies, there was an opportunity for the trainees to feed back information about their experiences to the training staff and supervisors. This information was used as a basis for program modification.

What follows are some comments and observations of the aides written near the close of the training period. They do not always agree with program expectations and often point to areas of confusion. However, these comments indicate the extent of personal involvement and concern that programs like these can help generate in disadvantaged youths.

Good Things About the Program:

"1. The specialty training and core sessions.
2. The various visitors from the science, art, music and health departments – and the audiovisual training.
3. The first week of orientation and observation.
4. The Easter week schedule, the physical fitness test and the trips to the Smithsonian Institute, Lincoln Memorial and other places.
5. The effort and time the staff took with us in almost anything that we were concerned about.
6. And many more but I don't have time to write them all."

Poor Things About the Program:

"1. The training allowance (not enough for support).
2. We should have had time to talk with our teachers.
3. Core sessions should have been one hour instead of two hours and specialty should have been one hour instead of two hours.
4. If you happen to be late or absent because of a necessity, everyone on the staff is on your back about your own personal business."

Things That Should Have Been Included:

"1. They should tell you all the ropes from the beginning, such as you may not be hired and come to work until you find out because you have to swear an oath, etc."

What I Think of the Teacher Aide Program:

"The teacher's aide program is a very meaningful program for the school system. Some of the aides and teachers have had a lot of different ideas about the program. They didn't know what move to make sometimes, for thinking it might be the wrong move. Some of the aides weren't serious enough about the program, and didn't try hard enough. A lot of people didn't and don't want the program, for they think it's no good, and they don't want any kind of people in the schools.

"If ever there is another program like this one, I hope some of the people look at it differently than they did this one, and they can do without two hours of core every day, and spend more time in school.

"Another thing, I think we should have had specialty every day, so that we could have learned more, and had more time to do more things.

"Another thing – we could have done without all those people giving us those research tests."

"I think that the English lesson we had during the first part of the program (pronunciation, enunciation, spelling, meaning, etc.) and the lesson on the library should have been carried much farther than they were. To me, they were the most important lessons we had.

"I think the chart and bulletin board lesson was excellent and should be carried over into the next training program.

"I think the special guests and trips (fire extinguisher, office machines, audiovisual equipment, etc.) were excellent.

"I think specialty should last from 1 p.m. to 4:30 p.m. on Tuesdays and Thursdays. The core meeting should last from 3:10 p.m. to 4:30 p.m. on Monday, Wednesday and Friday. As it stands now, until training is over, we don't know what goes on at the close of a school day.

"I think a check system should be made up so many checks would not be missed. It is considerably hard to get to work without any money, plus bills have to be paid.

"Training should be arranged in full detail before starting.

"Do not build up the hopes of the trainee.

"Give the individual the complete outlook of the program before the program starts.

"Try to get more money for the trainee.

"Orientation should be held not only for explanations and plans of program, but also for the teacher and aide.

"The core counselor should be able to answer any and all questions asked of him.

"More should be added to specialty sessions.

"More time should be spent in the classroom rather than in core sessions."

"I think the training program was good in some places and in other places it was not so good. The core group was one of the things that was not good, because it was supposed to be for discussing what happened in class that day and what problems we had in class so we could solve or come to agreement about them. But it seems we just argued the whole two hours without solving a thing. Our specialty class at first wasn't too good, but now it is going just fine.

"P.S.: I am proud of being in this program."

"I think that the program could have been better organized. I also think that it would have been better if we could have stayed in the classrooms until 3 p.m. instead of 2:30 p.m., because now that we are about to be hired by the Board of Education we will be in the classrooms until after 2:30 p.m. and we will have a difficult time getting used to what will happen after 2:30.

"The Center could have chosen the trainees better than it did because some of the trainees are really too immature for this particular job. They just aren't ready. This is the Center's fault because most of the trainees are in their late teens. They can't face reality and they won't. They are also irresponsible, not serious, inconsiderate, childish adults.

"The program also would have been better if those of us that did conduct ourselves in a mature manner were treated the same way by our leaders, supervisors, etc.

"I think the program was alright, but should not have the core every day. About twice a week is enough. We should have some specialty sessions on printing for people who will be working in lower grades. As I said in the beginning, the program was alright. I have learned some things I did not know how to do, like working the movie projector and operating the audiovisual aids equipment and duplicating machine. Also how to be patient with children. I hope the program will be a success."

"I think the teacher aide training program was a fine program. Core meeting and specialty meetings both help you a lot. In core, we discussed problems we ran into during the course of the day in the classroom. The person who had the problem could talk and each person would tell what he thought about it. In our core meetings, we gave some pretty good answers to problems. Other people could learn from another person's experience. Sometimes our own was not very good.

"The specialty meetings were alright. In them, we learned different things like spelling, English grammar, and how to put names and things in alphabetical order. Also how to fix bulletin boards and charts. Some specialty groups have different people come in to talk about different things, like how to work audio-visual machines and office machines. We also learn about physical education, music, art, and fire and safety.

"I hope the teacher aide program will last more than a year."

Training Program:

"During my training period, things were fair, but I think the program should have been better organized than it was, because it was nearly a month after training started that it began to get straight.

"But nearer to the end, things were a little more situated, and everything was alright.

"I think the training was important and helpful because I learned a lot that I didn't know that helped me on the job. But if IYS decides to have another Teacher Aide Program, I hope things will be better prepared.

"But I do hope they have more and more programs like this to help people out. And I also think it is a nice position for us for the amount of education we have.

"What I mean about things being better prepared was this: After they first sent letters to us to begin the training, they had to postpone it for another week. After that when we started having our core meetings, some days we didn't have any place to meet. I worked at ______________ School and so that made me have to walk to ______________ School in rain, shine or snow and then after I got there, sometimes they would say the meeting is at IYS and then we go there and they say we have to go over to the other part of IYS in a different location, but I guess it is worth it if you really want the training like we all did."

"I think most of the program was nice, but some of it wasn't. The placing of us in classrooms was a good idea because it helped us to understand what we might come up against in the future. The specialty class was not so good at first but it improved as we went on; I didn't get much out of core because we did a lot of arguing, and didn't come to any agreement.

"I didn't like the things that were going on at the end of the program, because we just found out that we are on a year's trial."

"I think this teacher aide program was a very meaningful program. In the beginning, many people, and the aides didn't know what to expect, and lot of times how to act.

"I think we could have done without having core two hours a day, and had specialty more than two days a week. In so doing, we could have received more training about things to do in the schools.

"The program has taught me how to do many things I didn't know how to do before, and it has taught me many things about the school system, and to look at things in a different way. I hope this program will be a success, and will be put in the school budget."

"At the beginning of the training program, I didn't think it started off right as it should have. Some people were having problems in their job descriptions and with the teachers in understanding each other. The attitudes, dress, and social behavior could have been much better because of the ages of the aides in the program. The teacher's aide program itself was the most wonderful thing that could happen to any of us. This was a good opportunity, responsibility and experience for those who wanted this field of work, which I did. During my training things went as well as could be expected because of the fact we understood each other. We could communicate about anything we had trouble with or didn't understand. In summarizing this up, this program has come a long way, and for the best, I do think. In the future years to come, I sincerely hope there will be more programs of this type.

"P.S.: The principal and the staff have been wonderful about the entire program.

"As for my opinion on the subject of how the training was, I think it was a very well planned program. It gives us who don't have high school educations a chance to become something in life, but I also think there should have been a lot more things added and explained to us. Then we could have had an open heart feeling. I have gained a great deal from this course.

"Some of the things I think should have been added are:

1. Handling personal records;
2. Learning how to write up a roll book;
3. Handling classes without someone over you so that we could get an idea of the things we will run up against."

"I think this training has helped me in many ways because it offered me on-the-job training. When a job offers on-the-job training, it helps you to know what to expect in this type of job after you get hired. Another part of this training that I liked was the specialty session. In this session, I learned many things that I had forgotten, so therefore, this training helped me."

teacher's evaluation of the aide's job performance

Introduction

The teacher aide trainees were evaluated by the teachers who supervised their classroom practicum. These evaluations, conducted at the midpoint of the program and again at the end, served two purposes: they provided a record of trainee performance that could be compared with the teachers' requirements and used to modify the training curricula accordingly, and they indicated the degree of teacher satisfaction with the trainee's job performance and whether it changed during the course of the program.

The supervisory evaluation instrument provided for a numerical rating of performance as well as a descriptive evaluation. In Part I of the instrument, the teachers were asked to rate the aide on eight aspects of his performance. The ratings ranged from 1, which was equivalent to poor performance, to 4, which was equivalent to excellent performance. The second part of the form consisted of 12 open-ended questions with which teachers evaluated the aide's performance. In order to facilitate the evaluation of these open-ended questions, a rating scale was developed to separate the teachers' responses into categories: (1) good to excellent; (2) poor to fair; (3) unsatisfactory; (4) has shown improvement; (5) needs improvement; (6) no response.

During the first evaluation period, 49 aides were rated, while only 45 aides were rated during the final evaluation—four aides terminated their training without completing the program.

Presentation of the Findings

As can be seen from Table 10, between 85 and 90 percent of the trainee group received good to excellent ratings on seven of the eight items in both of the evaluations. These ratings measured performance in learning tasks, following instructions, and accepting criticism, help and supervision. Only 70 percent of the trainees, however, received such high ratings for the eighth item—speed and efficiency in task performance. Little significant change was found in either of the performance ratings or in Part II of the evaluation.

Table 10
TRAINEES RATED GOOD-EXCELLENT IN EVALUATION PERIODS I AND II

Characteristic	Evaluation Period	
	I (%)	II (%)
Facility in learning tasks	88	86
Attentiveness to instructions	92	90
Ability to follow instructions	94	94
Handling assignments with minimal supervision	88	90
Willingness to perform tasks	88	90
Speed and efficiency in performing tasks	72	72
Ease in accepting criticism	92	90
Willingness to accept help	88	88

Table 11
TEACHERS' EVALUATION OF AIDES ON PUNCTUALITY AND REGULARITY

Rating	Characteristic			
	Punctuality		Regularity	
	Evaluation Period			
	I (%)	II (%)	I (%)	II (%)
Good to excellent	71.4	68.9	77.6	57.8
Poor to fair	12.3	15.6	10.1	15.6
Unsatisfactory	–	4.4	–	2.2
Has shown improvement	2.0	2.2	2.0	4.4
Needs improvement	4.1	2.2	2.1	4.4
No answer	10.2	6.7	8.2	15.6
Totals: percent	100.0	100.0	100.0	100.0
Totals: no. of aides	49	45	49	45

In Part II of the evaluation form, the teachers were given the opportunity to report the aide's performance in greater detail. The tables which follow explain the characteristics evaluated.

Punctuality and regularity: The majority of the trainees (over 70 percent) had a good record of attendance and punctuality at the midpoint of the program, but by the final evaluation period there was a slight trend toward poorer attendance. Slightly more than three-fourths received a good-to-excellent rating for attendance in the first evaluation and only slightly more than half on the final evaluation. The number receiving an unsatisfactory rating at either point was negligible. (See Table 11.)

Interest, initiative and creativity: A large number of teachers (between one-third and one-half) did not rate their trainees on these characteristics at all. Those rated, however, received their highest ratings in interest in the work. In the second evaluation there was a slight decrease in both interest and initiative but a slight improvement in creativity. Nevertheless, creativity represented the area of poorest performance, with only one-third of the group rated good to excellent. (See Table 12.)

Responsibilities: The highest overall ratings were received in carrying out assignments and in accepting responsibility. On the second evaluation, four out of five trainees (80 percent) received good-to-excellent ratings, a considerable improvement for most. (See Table 13.)

Table 12
TEACHERS' EVALUATION OF AIDES ON INTEREST, INITIATIVE AND CREATIVITY

Rating	Characteristic					
	Interest		Initiative		Creativity	
	Evaluation Period					
	I (%)	II (%)	I (%)	II (%)	I (%)	II (%)
Good to excellent	73.4	68.7	51.0	42.3	30.6	35.6
Poor to fail	4.2	15.6	16.4	13.3	18.4	11.1
Unsatisfactory	–	2.2	–	4.4	2.0	6.5
Has shown improvement	2.2	4.4	2.0	4.4	–	2.2
Needs improvement	–	2.5	–	4.4	–	6.7
No answer	20.2	6.6	30.6	31.2	49.0	37.9
Totals: percent	100.0	100.0	100.0	100.0	100.0	100.0
Totals: no. of aides	49	45	49	45	49	45

Rapport with children: The ratings for rapport with children changed little from the first to the second evaluation periods. Slightly over two-thirds of the trainees received good-to-excellent ratings on both evaluations and none was rated unsatisfactory. (See Table 13.)

Supervision: Although this question was designed to determine how well the aide accepted and reacted to the teacher's supervision, some of the teachers interpreted it to mean the aides' supervision of children. Because of this confusion, the reliability of the ratings is questionable.

Nevertheless, the general response to the category indicates that slightly more than two-thirds of the trainees were handling the teachers' supervision well enough to receive a good-to-excellent rating on the second evaluation—a slight improvement from the first. None was rated unsatisfactory at either time. (See Table 13.)

Table 13
TEACHERS' EVALUATION OF AIDES ON RESPONSIBILITY AND RAPPORT WITH CHILDREN

Rating	Characteristic			
	Responsibility		Rapport	
	Evaluation Period			
	I (%)	II (%)	I (%)	II (%)
Good to excellent	69.4	80.0	65.2	64.4
Poor to fair	18.4	6.7	16.3	15.6
Unsatisfactory	–	2.2	–	–
Has shown improvement	2.0	–	4.2	4.4
Needs improvement	4.1	–	6.1	6.7
No answer	6.1	11.1	8.2	8.9
Totals: percent	100.0	100.0	100.0	100.0
no. of aides	49	45	49	45

Cooperation: All the trainees were rated cooperative. Approximately three-fourths received good-to-excellent ratings on both evaluations and none received unsatisfactory ratings. (See Table 14.)

Table 14
TEACHERS' EVALUATION OF AIDES ON SUPERVISION AND COOPERATION

Rating	Characteristic			
	Supervision		Cooperation	
	Evaluation Period			
	I (%)	II (%)	I (%)	II (%)
Good to excellent	59.3	68.9	73.5	77.8
Poor to fair	12.3	24.3	10.2	11.1
Unsatisfactory	–	–	–	–
Has shown improvement	2.0	–	–	–
Needs improvement	2.0	2.3	–	–
No answer	24.4	4.5	16.3	11.1
Totals: percent	100.0	100.0	100.0	100.0
no. of aides	49	45	49	45

Dress, language and grooming: Of these three characteristics, the language skills ratings were most significant. Only one-third of the group received acceptable ratings, indicating that a large number of trainees needed help in this area. There was no change in language skills between the first and second evaluations.

Approximately three-fourths of the trainees received good-to-excellent ratings for dress on both evaluations. The proportion receiving good-to-excellent ratings on grooming increased from almost one-half to three-fourths. (See Table 15.)

Table 15
TEACHERS' EVALUATION OF AIDES ON DRESS, LANGUAGE AND GROOMING

Rating	Characteristic					
	Dress		Language		Grooming	
	Evaluation Period					
	I (%)	II (%)	I (%)	II (%)	I (%)	II (%)
Good to excellent	73.5	77.8	34.8	35.9	49.0	75.0
Poor to fair	8.2	11.1	16.3	17.9	10.2	11.1
Unsatisfactory	2.0	–	–	–	–	–
Has shown improvement	2.0	2.2	–	–	–	2.2
Needs improvement	2.0	–	12.3	26.2	2.0	–
No answer	12.3	8.9	36.6	20.0	38.8	11.2
Totals: percent	100.0	100.0	100.0	100.0	100.0	100.0
no. of aides	49	45	49	45	49	45

Particular skills and aptitudes of aides: When asked to indicate the aides' skills or aptitudes, the teachers selected clerical and creative-artistic skills most frequently. Clerical skills referred to recording grades and attendance, typing, checking papers, organizing and filing materials, making charts and preparing master copies of materials for duplication. Creative-artistic skills included arts and crafts, playing the piano, and designing and preparing bulletin boards. Other skills included handling recreation and physical education sessions.

The tasks that the aides had difficulty handling and the aides' needs for additional training: Although a standard job description had been developed for the aides, there was considerable variability in the tasks assigned to them. Many teachers, when asked to identify tasks that aides had difficulty handling, replied that they did not assign difficult tasks to the aide. Thus, most teachers responded to this question in terms of tasks assigned rather than the aides' ability to perform a range of tasks varying in difficulty. The fact that there was a considerable amount of forethought in the assignment of tasks probably explains why one-third of the teachers indicated that there were no tasks assigned to the aides which were difficult for them to handle.

Nevertheless, the one task area mentioned most frequently was penmanship. On the first evaluation, 12 percent of the teachers indicated that the aide had difficulty with tasks requiring good penmanship, while 22 percent indicated this on the second evaluation. Other areas mentioned were rapport, supervision and discipline of the children, handling classroom activities, and tasks requiring measurement skills. However, none of these was mentioned with any degree of frequency.

Speech and penmanship were also cited as areas in which additional training was needed. More than one-third of the trainees were evaluated as needing further training in penmanship, and about one-fourth in speech. The operation of school machines was also mentioned for about one-fifth of the group (18 percent) in the first rating period, though only for about six percent in the final evaluation.

The following areas were also mentioned, though not in any significant numbers: clerical tasks, rapport, supervision and discipline of children, physical education and games, health activities, school procedures and classroom manner, mathematics and story telling. Only a small minority of the teachers (15 percent on the final evaluation) felt that there was no need for additional training. Nevertheless, a large majority of teachers (over 70 percent) indicated that the aides posed no special problems or difficulties, and almost 50 percent of the teachers indicated that they had observed general improvement in the aides' performance during the course of training. Improvement was also noted in initiative and interest, rapport and handling of children, and in familiarity with school procedures.

When asked whether the aide was the kind of person they would want on their school staff, 90 percent of the teachers replied in the affirmative and a few even added that they hoped the aides would get further training and become full-fledged teachers. The desire to see the aide a part of the staff was related to the aide's general ability, his interest and cooperation, responsibility, and his potential for growth.

Four teachers, however, felt their aides lacked maturity and set a bad example for children. Therefore, they did not want to see them hired at the completion of training.

summary and discussion of findings

In summary it appears that there was fairly general satisfaction with the aides' performance. On most dimensions, two-thirds to three-fourths of the aides received good-to-excellent ratings. The major exceptions to this pattern were in the areas of initiative, creativity and language usage, where one-third to one-half of the group received good evaluations. In addition, there was little significant change in either direction on most of the dimensions. Some improvement, however, was noted in grooming, acceptance of responsibility and supervision, while a decline was observed in punctuality and regularity in attendance. With these few exceptions the ratings for the most part remained fairly stable, indicating neither marked improvement nor dramatic regression.

It is quite interesting and worthy of discussion to point out that the evaluation received by the aides midway in the training program were very positive in nature, leaving little room to make subsequent improvement. To some extent these evaluations ignored weaknesses in the aides' performance that were evident to the trainers and certainly known to the teachers. There are several possible interpretations that might explain this phenomenon. For example, the fairly good ratings observed might reflect the low expectations that were held prior to aide employment and the sharp modification which took place after the aides began work. Perhaps because this program was among the first directed at training nonprofessionals as teacher aides, these ratings reflected the lack of clear standards of expectations for their performance. Thus, in the absence of guidelines, the aides may have been evaluated in terms of the teachers' perception of their potential.

In addition, the teachers were aware of the fact that their evaluation would be important in determining whether or not the aide would be hired at the completion of training. This feeling of responsibility, in addition to the teacher's affection for an aide, may have inflated the performance evaluations. There was still another factor: many of the teachers who had given time for the aides' supervision and on-the-job training wanted the trained aides to stay with them after completing the program.

All of these factors considered, it becomes necessary to view the evaluations not as indicators of the aides' skill or proficiency but rather as measures of the skill and performance that satisfied the teachers at a given time. Actual measures of aide skill and performance must await other assessments.

Chapter VII

discussion

aide training in a school system

In this program we sought to create two major attitudinal changes:

1. Acceptance by the aide of a position with an organization in which his previous experience had meant frustration, hostility, punitive authoritarianism and failure.
2. Acceptance of the aide as a responsible staff member by a system which had previously seen him as a problem and/or a failure.

One of the unique features of training for this system lay in the fact that all of the trainees had previously had extended contact with it as pupils. In that capacity, the lines were drawn—faculty more often than not being the "enemy." The enormity of the ambivalence and conflict can perhaps be more clearly seen if we draw a parallel with a recipient of public assistance who suddenly finds himself in the position of a welfare worker. We recognize this important problem as we train these youths to adapt to the requirements of the working world, and particularly to this segment of the working world. What happens when the realignments begin to form?

This training group contrasted sharply with others we had programmed. Whereas aides training for other systems put forth a major effort in the first four weeks of the program (which indeed came to be known among the training staff as the "honeymoon" period), the teacher aides began acting out immediately. During orientation week, some slept, chewed toothpicks and gum, and showed their boredom during classroom observation. They were late and absent from sesssions. They brought liquor, radios, phonograph and records to sessions. On the job in the schools, they smoked, tossed food around the lunchrooms, and ran down school corridors. In a sense, they acted in such a way to force school personnel to "come down" on them, thus reaffirming their expectation that they were rejects from this system now and forever. This confrontation did not take place as the aides anticipated, either with a teacher or with a principal. Instead, it took place in the core groups, where they were helped to look at their behavior and its meaning. Principals and teachers were encouraged to reinforce this practice by immediately informing the group leader of problems. Some of this behavior was also seen as a way of testing the presence or absence of limits. Generally speaking, it might best be seen as part of an attempt to find out who they were in this system and what was expected of them.

School personnel had been advised that conflicts would take place, and that many aides would experience some kind of struggle for identity. Soon it became apparent that many teachers and principals were reacting to what they may have felt was an accusation. Many decided, "Let's prove to the aides that their perceptions are false—that we are all 'good guys'." As result of this, many supervising teachers tended to protect the aide by:

1. Not advising the core leader of inappropriate or irresponsible behavior;
2. Not advising the aide of mistakes that he made; or
3. Demanding and expecting minimal competence and responsibility.

School personnel who worked closely with the aide felt a strong need to let him know that he was accepted and to feel, in turn, accepted by the aide. Both teacher and aide tended to deny initially that they were apprehensive, anxious, and ambivalent about the aide's being in the classroom. As difficult as this position was for the aide, it was an equally trying experience for the teacher. Although the training program was experimental and the participants were engaged in defining the aide's role, the teacher still had responsibility for maintaining the best learning experience possible for the school children. Caught in this situation without guidelines or precedent upon which to draw, the teacher supervised the aide while completing the specific curriculum required for her grade.

It might be helpful to identify some of the obstacles and feelings expressed by the teachers at this point. Many of them had had no previous training or experience in supervising staff, let alone supervising youths such as those described. Even though there was a basic job description at hand, it was clearly incomplete and to be used only as a basis for ongoing development. Along with this, there existed the confusion as to which tasks were "instructional" and which were "noninstructional." There was a range of opinions on this issue, between those who felt that everything that occurred in the classroom was a learning experience and therefore "instructional," and those who felt that instruction was involved only in the presentation and explanation of new material.

How was the teacher to use imagination and skill in supervising the aide? Did he have to check out all new tasks with the principal? How much autonomy did the principal have to sanction the proposed ideas? Should he refer suggestions to the trainers who were less in a position to define the task than he? Should he use his own judgment? What areas required approval by the office of the assistant superintendent? How great a risk was one willing to take in implementing his own ideas? How does one proceed in the face of no clear agreement? To whom does one communicate–and to whom about what?

None of these questions could be answered easily, and thus the aide was caught up in the dilemma. To whom did he relay his perceptions and in what manner? Where were his loyalties? Would he be "with" the school system or against it? Would he act as a "spy?" How would conflicts or differences of opinion be handled and with whom? How sensitive were his trainers to the needs and problems of the teacher?

One major responsibility of the staff was to be aware of all these considerations and to be alert to cues which were given on all levels. The training staff reiterated throughout the program that whenever problems arose they should be handled directly by those concerned and resolved at that level. In only one instance was an issue taken further, and that was with the knowledge of all concerned. The approach was one of testing the feasibility of aide training in the school, not one of right or wrong, good or bad.

Halfway through the program, the training staff became aware of a potential resource which had been overlooked–the Department of Supervision and Instruction. This was pointed out by the teachers in their periodic meetings with the training staff. The Department of Supervision and Instruction was familiar with the use of aides as auxiliary personnel in the schools. However, several different categories of aides, performing different functions, were being used. When supervisory personnel visited the classrooms they were unaware of the job description that was designed for that specific aide group. Their comments and suggestions to the teachers were frequently concerned with areas in which these aides were not allowed to function. This not only caused confusion and resentment, but also prevented the supervisor from acting in a helpful and meaningful capacity. A meeting was arranged with this department, at which time the program was explained, and the relevant materials given out.

Another problem which concerned the teachers was the use of their time and that of their pupils. Because of the numerous clerical tasks to be done, many teachers had used exceptional children in this capacity. Many involved their students in these activities to teach responsibility and reliability, and to help the child make a contribution to the room and his classmates. There was real reluctance to take these duties from the children, and with good cause. In these instances, the aides were drawn into supervising this kind of activity. Other teachers, who felt their students would profit from using the extra time for academic learning, were pleased to have the aide assume clerical responsibilities.

Despite these problems, one attitude seemed constant. The school personnel verbalized and demonstrated their desire to make positions for the trainees, and at the same time to make school time valuable and rewarding for their students. This was made clear at the end of training when most of the principals and teachers declared decisively that they wanted to retain the aides in their classrooms and buildings.

In devising and implementing an aide training program, it is essential to consider the channels and styles of communication intrinsic to the system for which the training is designed. Each of the actors within a given system, while involved in the functioning whole, is directly responsible for the successful operation of one or more of its parts. It is understandable, therefore, that hierarchical levels are likely to view the same issue from differing points of view. Due to the complexity of the school system, communication styles take different forms for different purposes. Much communication—for example, memoranda—is fairly rigid and formal because there are large numbers of people working within the structure. Even in meetings where the nature of the content is circumscribed by who attends, information tends to be directive. If one chooses to deviate, however, he must confront the author of the directive or discuss the matter within the confines of his own building or classroom.

Understanding this, there is a tendency to adhere, at least nominally, to those directives which are set down, although the style and personality of the employee directly affect the manner in which the task is carried out. This, of course, implies some leeway in performance, as long as the major goal is accepted. Too much leeway, however, is unacceptable.

It is inevitable then that considerable caution be involved in learning the system in order to establish a comfortable mode of working. Obviously, where there is uncertainty or disagreement that the employee is unable to express, the tendency is toward proceeding with discretion. At times, therefore, there may be verbal assent, but no real commitment to a particular plan. As the plan is implemented and proves valuable, commitment grows. Frequently, supportive or compensatory measures are built in to assure commitment. To the extent that these are meaningful, involvement develops.

It is against this structural backdrop that any aide training program must be set if we are to fully understand the intricacies of integrating it into a traditional system.

While principal consideration in this report has been given to the kinds of problems encountered in training, it would be incomplete without a look at some of the gratifications.

Paramount was the determination of many of the teachers, principals, and aides to make the program work. Many of the complaints and frustrations voiced—the need for additional on-the-job training and more concrete skills, the hesitancy to push the aides too far too fast—arose in part from this determination. A number of teacher-aide combinations developed into smoothly functioning units by the end of three months' training. There was unified effort to maximize the aide's contribution, and a real sense of achievement and pleasure where such contributions were felt. This was particularly true for the male aide who proved valuable in both primary and intermediate grades, particularly on the playgrounds, and in classes where there were numbers of active and "problem" boys. The combinations of male aide and female teacher and the reverse were especially successful.

In addition, while some teachers had difficulty with maximal utilization of aide time, others were extremely creative and made significant contributions in role development.

A number of the aides attended remedial instruction sessions, and at the end of the training program another group requested crash training to prepare them for the high school equivalency examination. One of the more delightful problems was dealing with aides who got so involved with classroom work that they would raise their hands or call out answers to questions that the teachers had directed to their students.

As most of the aides became acutely aware of their academic deficiencies, several methods were tried to eliminate them—special speech sessions, correcting each other's grammar in core sessions even at the height of argument, remedial homework, sitting in unobtrusively when the teachers conducted a classroom lesson, taking home library books, and, in one case, switching an aide to a lower grade level. The staff supported them in their search for more knowledge and skills.

As could be expected, along with the discomfort of not "knowing" came denial of personal deficiency. It was part of the training to confront the denial with reality and to help trainees handle their feelings and behavior about it. For example, much "cheating" took place in skill sessions. To handle this, the instructor explained that the tests pointed out the areas which required reinforcement and were being used to help the aide plan his sessions. Copying in practice sessions was not only permitted, but encouraged; the aides exchanged knowledge and turned to each other for help. As they became increasingly secure in the discovery that the intent was not to condemn them for failure, but instead to build and develop skills, they were less restrained in requesting help and freer to learn. The supervisory teachers were encouraged to support these efforts by assigning responsibilities which utilized the new skills as they developed.

While any training program can be seen as primarily concerned with turning out a certain kind of individual equipped to carry out certain kinds of tasks, the one that has been described in this report is much more. For one thing, it was an *exploratory* attempt to demonstrate the feasibility of training and utilizing a particular population of young people as teacher aides. The exact requirements of such training were not known before the start of the program, nor could all eventualities be anticipated. It is to the credit of the District of Columbia School System and their personnel that such exploration could be attempted. As a result, we now know much more about training program specifications which can fill the *real* needs of the teachers and classrooms, as well as the aides' needs for competence and satisfaction. The interaction of the aides' needs was seen clearly in their demand for more concrete and utilizable skills. It could also be seen in the ongoing research and program issue—

the clear delineation of what an aide does in the classroom, and what effect this has on the role of the teacher. The Institute for Youth Studies is continuing to investigate this issue through a follow-up study on the "careers" of the teacher aides in their assigned classrooms.

Again, as an exploration, the training program emphasized that aide training must be integrated with remedial education to help rectify some of the more glaring deficiencies in basic reading, writing and arithmetic that many of the trainees bring with them. This should not be used as an argument for limiting aide training to those individuals who have such abilities before the program begins. The enthusiasm of the teachers in this program clearly demonstrated that even with deficiencies, many youth were considered valuable assets to the classroom. The problem is to allow them to be valuable while moving beyond their deficiencies.

Researchers have accepted the challenge of integrating aide training with remedial education, and, beyond this, of making aide training a significant part of a regular academic curriculum. This was done by the Institute for Youth Studies and the Urban Teaching Program at Cardozo High School in Washington, D.C. Over the academic year 1966-67, 30 disadvantaged high school seniors received teacher aide and health aide training. Both their academic and "vocational" training was organized into a single sequence, much of it derived from actual work experience in their on-the-job training. In addition, there was a program follow-up to investigate the permanence of the aides' behavioral changes. More experiments like these, on both the secondary and higher education levels, are needed to uncover significant approaches to aide training.

Since an aide training program is an intervention into individual lives, goals, and aspirations, and in addition involves numerous institutional and social processes—professional prerogatives, supervisory structure, administrative decisions, regulations, communication, continuity and permanence of work role beyond the demonstration phase, and, in addition, adequate funds to support the total program—all of these must be scrutinized before any action is taken.

Some indications of these issues and the steps taken to deal with them were described in this report, but this must not be construed as a final solution. While the aides are a new and potentially valuable resource, they also represent a disturbance to routine, to qualification issues, and to pet theories of individual capability and responsibility. These disturbances may be smoothed over for a time, but they are never far from the surface. Simply because an institution faced with pressures and needs seems to open up for a time and allow the aides in, does not mean that it will automatically adjust itself to integrate them. In fact, quite the opposite reaction can take place beneath a facade of harmony and progress: forces can exist which will try to return the institution to its original state, either by expelling the program or by retaining only those individuals who can "fit in" with a minimal degree of strain. Future training experiments with the disadvantaged will need to define such forces more precisely and devise effective strategies for dealing with them.

Only when we reach the point when these issues can be anticipated and planned for in the structuring and content of the training program will aide training programs be able to progress beyond demonstration projects. There is no one solution to all these issues; there are only many strategies. Hopefully, this report has outlined a useful and important one.

appendices

I. position paper: teacher aide training program

The Howard University Institute for Youth Studies has undertaken several demonstration projects involving neighborhood indigenous youth. A key goal of the projects has been to give disadvantaged (dropout, unskilled, delinquent and otherwise "unemployable") youth sufficient opportunity, guidance and skill training to make them "employable."

Whereas similar projects across the nation have focused attention on highly selective criteria based on what the agency plans to offer in program elements, the Institute has elected to draw from a widely heterogeneous "problem" population–dropouts, push-outs, disturbed, delinquents, retarded, minority "unemployables"–offering programs based on individual assessment of needs as well as the need for specific job skills.

In a general way, this demonstration project follows the same philosophic theme as other Institute activities. Our commitment is to the concept of work and study in a therapeutic setting aimed at new career preparation by which youth may obtain training and guidance which will qualify them for immediate employment as assistants to professionals in human service occupations. The focus is on realistic guidance for participating youth, with supervised work-experience as one tool to enhance the aims of individual and group guidance. Work experience is seen as a practical application of guidance–enabling youth to experience for themselves the demands of the work world and their roles in the world.

While the prescribed 90-day project period undertakes only limited training objectives for specific occupational categories, the Institute staff views employability in the larger context of community and neighborhood, giving first priority to change in existing institutions that will provide opportunities for upward mobility. The human service occupations lend themselves to a continuum of service and preparation for upgrading existing skills, exploring new training possibilities, and room for movement toward full professional career status. In effect, by this comprehensive view, what would ordinarily be considered a youth employment program for a "problem" population can be viewed as first-step intervention to improve the milieu of all youth.

It seems important to underline this basic philosophic component of New Careers project and to stress the upwardly mobile continuum of human services in training for successively "professionalized" roles as a major focus of Institute programs. This seems all the more important in this project where the training becomes the shared responsibility of the project coordinators and the public schools as potential employers–whether for immediate service or for continued service in successively differentiated roles toward potential professional career status.

The investment of the professional staff in such a cooperative effort is critical–both in how their involvement affects them immediately and how it may affect them in the future. Possibly even more important is the implicit mandate for professional educators to assume responsibility for (1) clarifying and defining the roles and functions of nonteaching personnel; (2) planning and conducting their own training programs for meeting increasing staff needs; and (3) insuring professional standards of preparation, practice and recruitment at all levels. The possibility of extending such programs as a regular offering under the technical-vocational curriculum for in-school youth should be considered by school personnel as a means of meeting the needs of youth and the needs of the profession with programs of mutual benefit to both.

Under the terms of the grant authorizing the Teacher Aide Training Program, the Institute assumes primary responsibility for the selection, overall preparation and placement of trainees and for evaluating the program.

In cooperation with the project coordinators, District of Columbia public school personnel carry parallel responsibility for assisting in training functions by insuring that teacher expectations of trainees are consistent with job specifications and the non-teaching role of the trainee as provided in joint agreement.

It is the position of Institute staff that the duties of the elementary school teacher aides be clearly restricted to *non-teaching* functions since the specific justification of the aide position is to relieve the teacher of *non-teaching* duties and free her for the more essential teaching activities.

In this regard, the Institute suggests that:

1. The professional staff of the schools formulate a job description specification statement defining explicitly the duties, responsibilities and limitations of the aide position.
2. Job specifications and aide roles be thoroughly discussed with those principals and teachers participating in the project.
3. Duplicated copies of this statement be distributed by the superintendent or his delegate to participating teachers and aides prior to implementation of the training program.
4. Evaluation of trainee performance be based on these explicit functions, as outlined.

(Aides are responsible for not seeking or accepting any assigned duties for which they are not qualified—or which clearly violate the limitations prescribed in job specifications.)

The Institute staff views preservice orientation of educators and trainees as an important phase of the program. Orientation activities should include:

School visitation
Discussion of program, philosophy, goals, etc.
Rules and regulations
Fire and safety provisions
Schedules
Pupil services

Copies of administrative organization charts, school handbooks, and policy statements, etc., should be distributed and reviewed.

Placement for supervised classroom experiences for aides should accord first-priority consideration to the welfare of the pupils. In addition:

1. Aides' strengths, limitations, and preferences should be considered in placement.
2. Principals and teachers should be consulted before assignments are made.
3. Supervising teachers and trainees should be encouraged to discuss any problems of classroom performance *as soon as manifest* with the project coordinator.

Effective placement is viewed as dependent on adequate information, prudent supervisory judgment, and close coordination in planning and implementation between the schools and Institute staff.

Systematic evaluation is a contractual requirement of the Institute for Youth Studies. It is assumed that this will be accomplished by cooperative planning and shared responsibility, whether by joint procedures or separate measurement.

It would seem to be in the mutual interest to expedite and facilitate evaluation by preplanning a system of evaluation that will measure several parameters of professional and trainee performance.

—Dr. Gertrude Justison

II. job descriptions

Job Descriptions for Elementary School Teacher Aides

A. Classroom Management

1. Collecting, preparing and arranging pictures.
2. Supervising snack periods.
3. Filing pictures and helping children with seat work. Distributing, collecting, and following up on survey forms and health records.
4. Responding to teacher-suggested services in the classroom, i.e., maintenance of supply closet, books, etc.

B. Library

1. Stamping, posting and repairing books.
2. Shelving books and magazines.

C. Classroom Assistance

1. Supervising classroom library.
2. Supervising opening of school day, i.e., hanging up clothing, and starting morning work.
3. Assisting in fire drills.
4. Providing follow-up and drill practice with flash cards and leading small-group games.
5. Covering, issuing, collecting and filing books.

6. Operating duplicating machines for teachers.
7. Scheduling, setting up and operating machines used to present audiovisual materials.
8. Assembling and distributing materials used in teaching art, science, physical education, and mathematics.
9. Reading stories to children. (Performed by aides with demonstrated competence.)
10. Collecting homework and classroom papers.
11. Correcting test papers consisting of objective items which do not require judgements.

D. Supervision of Children

1. Assisting on field trips.
2. Supervising lavatory breaks for primary grades.
3. Organizing and leading games on playground and rainy-day indoor games in the classroom.
4. Supervising work-play for kindergarten and junior primary classes.
5. Escorting children to school specialists when necessary.

E. When a substitute teacher is teaching in the classroom, the aide performs in the same capacity as with the regular classroom teacher.

F. Attendance at PTA meetings is required.

G. Attendance at faculty meetings will be discussed with the individual principals.

Supplementary Lists of Job Description for GS-2 Aides in the Elementary Schools *

1. Supervising children's activity in dusting and arranging centers of interest and classroom furniture.
2. Assisting in library research in class assignments.
3. Assisting the librarian.
4. Supervising departure from school, i.e., desk and floor cleanliness, proper replacement of materials and supplies, seeing that classes leave the building.
5. Assisting teacher in extracurricular activities such as supervision of patrol boys, special clubs, etc.
6. Assisting special teachers in the classroom as required.
7. Screening pupils for vision and annual weight and height measurements.
8. Performing physical fitness testing and practice follow-ups.
9. Assisting in distribution of lunches to classrooms and/or lunchrooms and in supervising lunch period.
10. Creating and maintaining index files.

Job Description of Teacher Aide Coordinator

A. Supervising teacher aides in different schools at the GS-1 and GS-2 levels. This would include:

1. Responsibility for attendance, tardiness and payroll.
2. Evaluation and assessment of performance in line with the job description.
3. Modification of job description in the ongoing program.
4. Handling any problems which arise on the job.
5. Responsibility for any ongoing training and/or remediation.
6. Encouraging and planning for ongoing education to qualify for promotional opportunities.

B. Consultation to professional staff. This will include:

1. Contact with the supervising teachers to aid in evaluation of the aide and in the adequacy of the job description.
2. Meetings to discuss the impact of the aides on the school and ways in which they can be used more effectively and efficiently.
3. Expanding the professional job to include enrichment teaching and innovative programming.

C. Expansion of the program. This would include:

1. Recruitment, interviewing and approving future aides appointed to the program.
2. Arranging for orientation and training.
3. Supervising aides and their supervising teachers.
4. Aiding in the selection of schools, including possible expansion into secondary schools.
5. Coordinating all the personnel involved in this and other aide programs.
6. Assessing and evaluating program with appropriate school personnel.

D. Public relations. This would include:

1. Interpretation of the program.
2. Speaking engagements with interested groups.
3. Devising appropriate means of publicizing the program.

Functions of Key Personnel

The Aide

The aide will receive individual on-the-job supervision from his classroom teacher. He will be supervised throughout the work day, which will begin at 8:30 a.m. He will be released from the classroom at 2:30 p.m. each working day to meet in a two-hour session with his core group and counseling intern. He will be released from the classroom from 10 to 12 noon to meet with his specialty trainer twice a week, on Tuesdays and Thursdays.

The Intern

The intern will be responsible for leading core group sessions on a daily basis. He will be responsible for recording each meeting and for meeting in supervisory sessions with his supervisor to discuss the progress of the aides and any attendant problems. He will be responsible for attending the specialty instruction sessions on a selective basis. The intern will further be responsible for contacting the supervising teachers of his aides on a regular basis to handle problems which may arise and to get feedback on the aides' progress. He may call upon his supervisor on an "as needed" basis when he is unable to resolve a problem effectively.

The Intern Supervisor

The intern supervisor will be responsible for holding daily supervisory sessions with the interns. He will act in a liaison capacity with the supervising teachers on an "as needed" basis. He will be responsible for providing classroom feedback to the specialty consultant and instructors. He will be responsible to the project coordinator for supervision, and will meet in coordinating sessions with both project coordinator and the school coordinator. He will also be responsible for attending regularly scheduled meetings with the supervising teachers for program directions and related issues.

The Specialty Consultant

The specialty consultant will be responsible for drawing up the curriculum content, for providing consultation to the specialty instructors, and for integrating classroom feedback into the curriculum.

The Specialists

The specialists will provide a resource upon which the specialty instructors may draw to supplement training in specific areas. The areas include music, science, fire safety, art, physical education, audiovisual skills, speech and medical service.

The Principals

The principals will be responsible for overall supervision of the supervising teachers. The principal will meet with the teacher aide supervisors and with the project coordinator on a monthly basis to discuss program directions as well as the impact and effect of the aide in the classroom and the school.

The Supervising Teacher

The teacher will be responsible for the supervision of the aide at all times while he is in the school program. He will be in contact with the intern on a weekly basis to discuss the progress and problems of the aide. He will call upon the intern supervisor to discuss problems which he and the intern have been unable to resolve together. In addition to his usual supervisory obligation to the principal, he will be able to refer to the coordinators of the aide program. He will meet bi-weekly with the project coordinators for program directions and discussion of the aide's effect on the classroom.

The Project Coordinator

The project coordinator will have responsibility for coordinating all the various program components. He will have supervisory responsibility for the intern supervisor and will consult periodically with the school coordinator and the school administration. He will meet with the principals and supervising teachers at the scheduled times and be in contact with the consultant to the specialty training unit.

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*This list represents those items originally included in the job description drawn up by the Institute for Youth Studies that were not in the school system model.

III. program progress reports

Program Progress Report of March 9, 1966

TO: *Teachers and Principals*
FROM: *Program Coordinator, Institute for Youth Studies*

Our teacher aide training program began one month ago yesterday. We thought it would be helpful to begin sharing our experiences in terms of satisfactions, dissatisfactions and suggestions.

Teachers' meetings have proved highly valuable, we believe. They are a primary route of evaluating aide performance in general, and of discovering the areas of training and job tasks to be broadened.

Several issues have arisen which the teachers have brought up in common: (1) The need for the aide to be allowed to supervise children independently, in the classroom and on the playground, for limited periods of time. (2) The need for the aide to correct papers where he has been provided with a key. (3) The need for the aide to do fact drill with the children after the teacher has given specific instructions. We hope to get some clarification on these issues from the assistant superintendent's office shortly.

Several other problems have arisen, and we would greatly appreciate your thinking and comments on them. These are, in brief: (1) Where can the aide sit and work in the classroom on adult size furniture? (2) When, during the day, should specific instructions be given to the aide? Some teachers have handled this latter problem by giving the aide a written schedule of tasks at the beginning of the day. This still leaves an area of time in which to explain the assignment to the aide. Those of you who have solved this problem would aid us greatly by sharing your methods with the rest of us.

The aides have been filling out check sheets to aid our research efforts in analyzing the program. They will be filling them out for two-week periods at three points in the program. As many of you know, they filled out one set in the two-week period of February 21 through March 4. Some teachers have expressed a desire to see the check sheet and add to it tasks that the aides forget or neglect to include. We welcome this additional feedback which you can provide. It may also serve a useful purpose in giving you some insight into how your aide perceives himself in his classroom functioning. Your aides will fill out these check sheets in duplicate at the next check point and will give a copy to you. We are requesting that you supplement the list in the event of any omissions, and return the sheets to the core counselor at the end of the two-week period. You will note that there are several job items on the check list that the aides have devised. These items were culled from a previous job description that was not approved by the assistant superintendent's office. Until these items are approved, please ignore them.

We recognize that many of the tasks on the job description are geared to the primary grades. We would, therefore, like to share with you some of the ways in which teachers in the intermediate grades have utilized their aides so far, and some ideas of our own which may prove helpful. It is recognized that some aides are more capable than others, and we urge you to use your discretion in the assignment of tasks.

1. Cleaning out the file cabinet, refiling and cataloging units.
2. Labeling and cataloging pictures in various categories.
3. Assisting in making study kits, such as fraction kits for classroom use.
4. Making place holder cards for study drills.
5. Copying and dittoing the morning poems which have been selected by the teacher.
6. Copying and dittoing science experiments.
7. Repeating instructions which the teacher has already given to the class to those children who learn at a slow rate.
8. Alphabetizing the files.
9. Maintaining children in lines.
10. Checking out library baskets.
11. Keeping track of visual aids for the teacher who has the duty of coordination of visual aids. (This can be modified according to the specific teacher duty involved.)
12. Helping in extracurricular duties assigned to teachers (e.g., sorting and distributing tickets for a play.)
13. Listening to children who are using the Dolch reading lists in order to tally the scores.
14. Putting up board work which the teacher has selected.
15. Counting out, collating and placing names and dates on mimeographed or dittoed material for distribution.
16. Counting out stacks of blank paper by row for eventual distribution and use.
17. Making magazine or news files on any given topic.
18. Taking inventory of equipment.
19. Helping in the collecting of money for stamps, banking, tickets, Red Cross, etc.
20. Doing book repair and covering of books.
21. Creating pictorial charts relating to attendance patterns, weights and heights as compared to a standard table, etc.
22. Making identification tags for the children to be used later on field trips.
23. Making props and costumes for dramatics.
24. Using their creativity in making simple toys which the children can use in play, or can learn to make.
25. Checking children's names and addresses for accuracy.
26. Sorting and maintaining the scrap box for later use in making collages, etc.
27. Posting the duty list.
28. Maintaining the supply closet.
29. Making up flash cards.
30. Setting up calendars.
31. Setting up classroom libraries (catalogs, libarary cards, etc.)
32. Collecting materials for map-making or other projects.
33. Checking work books with a guide.
34. Making paste.
35. Putting up newspaper clippings.
36. Telephoning parents for PTA meetings, etc.

You may be doing many of these things already. We hope you will continue to share your experiences and ideas with us and with each other. We will continue to collect your ideas and learn from your experiences in order to constantly modify and enrich the program and the job.

While there are a number of problem areas, the response from the majority of teachers so far has been positive. The most important problem seems to be in the area of programming the aides most effectively. Some suggestions have been made regarding sharing an aide by several teachers, one of whom will retain supervisory responsibility. Another suggestion has been offered in terms of varied uses of the aide depending upon class need. For example, an aide may be effective in a primary classroom on a full-time basis, but needed only part-time in intermediate grades. Some questions have been raised regarding the supervising teachers and their responsibility to the various aide programs and aide-trainee in the classroom.

We feel that we have been remiss in not having met with your supervising teachers to acquaint them with our aide program. We fully recognize the extra work and pressure which is necessitated by having to guide and direct an aide while simultaneously carrying full classroom responsibility. We feel that the supervising teachers need to recognize the nature and scope of the classroom teacher's participation in this experiment and we hope to be able to arrange a meeting with them as soon as possible.

A major question which we are thinking about is whether the aide really frees the teacher in terms of time, and, if so, how can this free time be used to best advantage. It is too early to attempt to answer this question, but we believe it will be relevant and important once the aides are with you full-time. Any ideas along this line, or comments regarding changes in your own day due to the aides' presence in the classroom, will be helpful and extremely valuable.

Program Progress Report of
March 30, 1966

TO: *Teachers and Principals*
FROM: *Program Coordinator, Institute for Youth Studies*

We are now two-thirds of the way through our training program, and we would like to take this opportunity to share some of our findings with you.

Out of the 50 aides initially selected, four were dismissed and one resigned from the program. The reason for dismissal was inability to meet training standards and requirements. The aide who resigned did so in response to another job opportunity. We were able to replace two of the aides. One of the replacements was a transfer from another Institute training program. The other replacement was an aide who had had similar experience in the Youth Corps.

You have had an opportunity to evaluate your aide's performance. We have noted your suggestions regarding the form itself and will attempt to make modifications in it where possible. While we recognize that the written responses requested do require time, we hope that the result will clarify aide functioning for you, as well as for our research and training staff. Most of the evaluations are in, and before turning them over to our research staff, I went through them for information in two areas. The first of these areas was concerned with teacher response to the question which asked, "Is this aide the kind of person you would like to see on your staff?"

The responses indicated that 34 teachers were in favor of seeing the aide remain on the staff, three indicated they would not, seven indicated that they felt significant improvement was needed, and one did not respond to the question.

The second area involved the kinds of skills in which the aides need further training and instruction by our staff. Rather than listing the lacks in skills noted, I would like to share with you our present work plan for the specialty training sessions. This current work plan was devised specifically in response to teacher suggestions as we have noted them in our meetings with you and on the evaluation forms.

The specialty trainers have devised a series of projects through which specific skills can be taught and repeated. The aides are being encouraged to create a check sheet of skills, indicating what areas they feel they have mastered.

Some of the projects which are currently under way are:

1. *Cutting letters and numbers:* This project serves two major functions. The first is the acquisition of a set of numbers and letters which they can retain for tracing and use in the classroom. The second is acquisition of the following skills: cutting, forming letters and numbers, differentiating upper and lower case letters, learning work units of measurement, measuring, drawing straight lines between two points, using rulers, following directions, recognizing and correcting errors.
2. *Creating sample bulletin boards:* This is designed to teach the aide the use and function of the board for various purposes—seasons, activities, units of study. It is further designed to teach and reinforce the following skills: spacing, tracing and cutting, sizing letters, following directions, using creativity and imagination, developing interest themes, organizing materials and adhering to time limits.
3. *Creating charts:* The aide is learning the function of different kinds of charts (picture, bar graph, and simple listings) and the organization of pertinent data. Skills involved are: measuring; alphabetizing; using capital letters, the comma, and the period after initials; drawing lines; handwriting; copying; separating names according to a set of criteria; following verbal directions;

neatness; clarifying directions before beginning the task, and organizing material into a communicable format.

4. *Recording weights and heights:* The aides will have the opportunity to adapt the basic chart to a specific need. Skills involved include following directions, getting cooperation, working in teams, recording results accurately and properly, reading the scale and the measuring stick, learning units of measurement, correlating names and factual data, alphabetizing, listing, writing figures and handwriting.
5. *Creation of picture files:* The aides will have the beginnings of a permanent file of pictures to be used in the classroom. Skills taught and reinforced include cutting; organization of materials pertaining to a specific topic; mounting, labeling, and selecting pictures which accurately depict the selected subject matter; using creativity and imagination, and learning how to reuse materials for different purposes.
6. *Setting up schedules:* The aide can learn the use of a schedule to be adapted in a variety of ways. Most specifically, he can relate himself to the teacher's schedule in order to anticipate classroom needs. Emphasis is placed on the Amidon System and its use, and on helping the aide recognize the significance of his job. Skills acquired are: following directions, organizing the day, relating aide job to that of the teacher, organizing materials geared to specific and ongoing classroom needs, keeping records, and accepting and carrying through responsibility independently.
7. *Games, songs and rhythms:* The aide is encouraged to draw upon his own experience and talent and learn how to adapt it to the classroom. Skills involved are: instructing, leadership, control of a group, sharing information, giving directions, involvement by "doing," creation of a permanent file for classroom use.
8. *Reading orally:* The aide will be indirectly involved in remedial work as he learns how to engage the attention and involvement of the children. Skills taught include work recognition, techniques necessary in reading aloud, pronunciation, expression, stimulation of discussion, learning to recognize ideas and concepts, and illustrating them.
9. *Interest centers:* The aide becomes more aware of the kinds of things that attract children and the use he makes of them practically and in "make believe." Skills involved include use of creativity and imagination, compilation of different materials to illustrate ideas, organization of materials, spacing and design.
10. *Copying material:* Skills reinforced and learning include organization; spacing; letter formation; lining paper and blackboard; techniques of writing on the board; accuracy; differences in copying on paper and on the board, and use of various materials.
11. *Folding paper and numbering:* Skills aimed at are spatial relationships, motor-visual coordination, neatness, writing of numbers, meaning of spaces and numbers, number relationships, number units, and different uses of paper folding geared to specific goals or purposes.

We recognize that there is a wide discrepancy in aide skills and abilities. Wherever possible we are encouraging the specialty sessions to move into subunits so that those having the particular skills being taught in that session gain experience in instructing other aides, giving directions, correcting errors, and stimulating ideas and interest. Through the specialty sessions, continuing emphasis is placed on ways in which the aide is himself involved in thinking up and evolving ways in which his talents can be used to help the teacher in the different subjects to be explored. Emphasis is also placed on what qualities in an aide are most valuable to a teacher in addition to his awareness of those things that are expected of him. We recognize that a three-month training period represents only a beginning in learning and we hope that some ongoing inservice program can be worked out for the aide group.

Final evaluations will be due this month. The core counselors will distribute them and will collect them from you on April 28, 1966. On Monday, April 25, 1966, core sessions will be canceled so that you can share the evaluation with your aide. May we encourage you to add any additional comments you may have regarding the training. We urge that all of the evaluations be turned over to the counselor on April 26th, as we are required to compile a final list of aides who have successfully completed training by April 28th. In the event of serious disagreement regarding an aide, we would like to meet with you to discuss the matter.

We appreciate the time and effort which you have expended during this program, despite the real problems and frustrations this has caused for you. We hope that the results will allow you more time to teach and that the aide can provide some real help to you in your work. We will be involved in a follow-up study for the period of approximately one year in order to document how effectively the program has served you.

IV. orientation

TEACHER AIDES' ORIENTATION WEEK

Start: January 31, 1966

DAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
TIME 8:30	General orientation	#1 orientation session	#2 orientation session	Observation at school	#3 orientation session
9:45	Summary of "A day in school"	(10:30) Lunch and travel			
11:00	Preparation for observation				
12:00	Lunch	Observation at school	Lunch	Lunch	Lunch
1:00	Indoor Games and songs		Observation feedback session	Observation feedback session	Physical fitness and outdoor games
3:00 – 4:00	Core	Core	Core	Core	Core

Orientation Fact Sheet for Teacher Aides

1. As an aide trainee, you will be in training for a 12-week period.
2. During this period you will receive a training stipend of $20.00 per week plus transportation money from home to work and from work to home. The purpose of the $20.00 stipend is to provide for expenses necessary to the job such as lunches, extra travel between schools, etc.
3. Your work hours will be from 8:30 a.m. to 4:30 p.m. Lunch periods will be arranged with the individual schools.
4. The first week of training will be devoted to orientation to the school system, its requirements, regulations, and benefits.
5. You will meet with your counselor in core groups of 10 each day for two hours from 2:30-4:30 p.m. to discuss problems and experiences of the job situation.
6. You will meet in groups of 15-18 with a specialty trainer twice a week for two-hour periods to learn and discuss specific skills needed in working in the school.
7. Five aides will be assigned to each school. The schools will all be on the elementary level.
8. Each aide will be assigned to a different classroom and will be supervised by that classroom teacher.
9. Your supervising teacher and your group counselor will be responsible for evaluating your progress.
10. You are required to follow established school requirements and regulations. Among other things this will include no smoking and proper dress. For now, this will include a shirt, tie and jacket. For women, this will include stockings and either flats or heels.
11. You are required to be at the school on time for each work day. If you are unavoidably detained you should contact the school immediately to report this fact.
12. If you are absent for one day you will lose one day's pay.
13. Upon successful completion of the training program you will be employed and paid by the school.

14. The first day of training is January 31, 1966. You will report at 8:30 a.m. at ______
    ____

Aide Orientation

Summary of a typical school day: The school coordinator will discuss the school day from three points of view—teacher, aide, and child.

Orientation Session #1

Rules and Regulations:

1. Those applying to the children, such as:
   a. No corporal punishment.
   b. Employees may not receive gifts from children.
   c. Employees may not tutor their students for pay.
2. Those applying to the aides, such as:
   a. Types of leave
   b. Moonlighting
   c. Payroll procedures
   d. Chain of command in the school system.

Orientation Session #2

1. School Organization and Personnel:
   a. Functions, roles and regulations of school people, parents and visitors (doctors, dentists, etc.).
   b. Specialists' roles.
   c. Custodian's role.
2. Games, puzzles, etc., and their role in the classroom.
3. Specialties and their use and role.
4. How children learn—environments conducive to learning.

Orientation Session #3

1. Procedures for adjustment of problems (chain of command).
2. Problem situations involving the aide and how they might be handled—role play. Examples:
   a. Aide – child
   b. Aide – supervising teacher
   c. Aide – and other building teachers
   d. Aide – specialty teachers
   e. Aide – parents
   f. Aide – building employees
3. Discussion of job description.

Explanation of the Aides' Week

On Mondays, Wednesdays and Fridays, the aides' schedule will include:

8:00- 8:45 The aide will be preparing the room according to instructions given by the teachers on the previous school day.

8:45- 2:30 The aide will be involved in classroom duties assigned him by the teacher. He will also help with lunch periods and recess according to arrangements with his supervising teacher.

2:30- 4:30 The aide will be in core group sessions with his counselor to talk about job-related problems, his identity as a nonprofessional and his responsibility, and to develop coping skills to meet the needs of the job.

On Tuesdays and Thursdays, the aides' schedule will be:

8:00- 8:45 The aide will be preparing the classroom for the day's work according to instructions given him by the teacher on the previous school day.

8:45-11:00 The aide will be involved in classroom duties given him by the teacher.

11:00-12:30 The aide will be excused to have lunch and to have time to travel to the specialty training site.

12:30- 2:30 The aide will be in training with the specialty teacher to learn the nonacademic skills needed to do the job. These skills include the areas of music, play education, arts and crafts, child growth and development, school regulations, discipline, health, use of equipment, etc.

2:30- 4:30 The aide will be in core sessions with his counselor to talk about job-related problems, his identity as a nonprofessional and his responsibility, and to develop coping skills to meet needs of the job.

ORIENTATION WEEK SCHEDULE FOR INTERNS

DAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
TIME					
9:00	The teacher as a professional	Policies of discipline	Observation	Write-up of Wednesday's observation and evaluation	Write-up of Thursday's observation and evaluation
10:00	Teacher-Parent relations				
11:00	Evaluation of discussion	Evaluation of D.C. schools. Discussion		Lunch	Discussion
12:00	Lunch	Lunch	Lunch	Observation	Lunch
1:00	Assignment of teacher responsibility	Aide as subprofessional. Relations between teachers and aide. Aide-parent relations.	Staff meeting		Culmination of week's discussion and preparation for Monday.
3:00	The Amidon plan in D.C.	*Compilations of guidelines for aides to follow in their various relations and duties	Discussion of observation	(3:30) Discussion of observations	
4:00					

*These guidelines will be mimeographed and given each intern after being compiled.

General Statement on Intern Orientation

The interns will follow the stated schedule as closely as possible. However, some periods need more explanation. The main topics selected for discussion were:

1. The Teacher as a Professional Person
2. Teacher-Parent Relations
3. Assignment of Teacher Responsibility
4. The Amidon Plan
5. Policies of Discipline
6. The Aide as a Subprofessional
7. Relations between Aide and Teacher
8. Aide-Parent Relations

Topics 1 and 2, followed by an evaluation period, were scheduled for Monday. We used excerpts from *Teaching in the Elementary School* by Klausmeier and Dresden. The evalution period was used for the purpose of gathering uniform guidelines to aid the intern in understanding the teacher's role in the school.

Topic 3 supplements and goes into detail about requirements of the District of Columbia School System. We have allotted two hours to this topic so that we may go back and show how this is related to the morning topics. (See schedule.)

The Amidon Plan discussion, which included a look at what a track system is and what it requires, made the interns aware of things to look for during their observations. This provided them with a reference point on which to base their observations.

The topic 5 evaluation followed the same procedures and provided IYS staff with an opportunity to state their stand on discipline.

The remaining topics were spelled out in order to dispose with further discussion here. It should be noted that the interns who were involved from the beginning took part in developing the guidelines for the aides to follow.

Observation discussion periods were designed to help the intern become aware of the things he should see and ask about. He was required to write up the evaluation so that the instructor-supervisor could understand what was missed and what was seen. Friday's discussion period allowed for such feedback.

The intern was required to keep a notebook during orientation week to make sure he received and understood all information and material. The book became a valuable reference source during the training program.

V. lesson plans and resource material

Specialty Skill Sessions

Session I

Purpose:

1. To establish, with the group, the aim of the training course.
2. To determine the particular needs of the group both as it views its weaknesses and as the instructor observes the group's needs in oral and written expression.

Procedure:

1. Ask the aides to write the following information on 3" x 5" index cards: name (last name first), address, grade assignment, teacher, and school. Point out use of the comma to separate the last name from the first and the use of the period after abbreviations.
2. Review with the group the job description sheet and the list of general duties.
3. List the objectives of the specialty sessions:
   a. To provide insight into the purposes of the school and the services that it offers.
   b. To teach the skills necessary for successful performance of their duties.
   c. Add other objectives as the group expresses the need.
4. On the composition paper provided, ask the aides to write a brief paragraph explaining their particular weaknesses and where they need the greatest help.
5. Remind the group that a notebook and pen are required and that a pocket dictionary will prove helpful.

Instructor's Observation:

"Though the interns were present, the aides were in complete disorder in the lunchroom at the school. Some were eating; some were throwing small objects across the room to each other, while others were engaged in conversational groups around the room. The first 15 minutes of the session were lost in bringing the group to order and in explaining the necessity of conducting themselves in a manner befitting the positions for which they were training.

"The need for remedial work in basic English grammar and speech was immediately noticeable. As the group discussed objectives for the sessions, many of the aides requested help in language skills. Unfortunately, the wide range of ability within the groups, the content of the curriculum guide, and the limited time make intensive work in this area during these sessions next to impossible.

"The room in which we meet leaves much to be desired. The small slate board must be propped on a table and is very inconvenient to use as a teaching aid."

Session II

Purpose:

1. To determine how an aide can assist the teacher in the health and safety program of the school.
2. To begin the development of a spelling list based on works that are used frequently in elementary school.

Procedure:

1. Review:
   a. Answer questions raised in paragraphs.
   b. Remind the group of the need for independent study of speech, grammar, and spelling.
   c. Check to see if any new problems have arisen since the last meeting–i.e., as far as skills or duties are concerned.
2. Spelling list (copy, then arrange alphabetically):
   1. principal
   2. administration
   3. aide
   4. audiovisual
   5. equipment
   6. medical
   7. hygiene
   8. procedures
   9. schedule
   10. machine
   11. material
   12. responsibility
   13. request
   14. supervisor
3. Health and Safety:
   a. Read to the class the superintendent's statement of the purpose of the school from page 3, *A Handbook of Information.*
   b. Discuss with the aides the ways in which they have observed their assigned schools.
   c. Discuss the reasoning behind health and safety rules in the schools.

Instructor's Observation:

"The school coordinator visited the session to discuss with the group the complaints that the principal had made concerning the conduct of aides in the school. His visit prompted numerous questions from the group. It seems that the schools are requesting aides to perform tasks that are not permitted by the project. Confusion on the part of the aides concerning which road to follow is widespread. The questions posed were an attempt to clarify. Because the school coordinator's visit took the first hour of the session, the health and safety part of the lesson could not be covered."

Session III

Purpose:

1. To determine how an aide can be helpful to the teacher in the school's health and safety program.
2. To measure the aide's ability to spell the words of the spelling list.

Procedure:

1. Word Review:
   a. Check to see if aides were able to use the dictionary to divide words into syllables.
   b. Dictate sentences using some of the words. Each aide will check his own paper for errors.
2. Health and Safety:
   a. Ask aides what health and safety activities they have observed in their schools.
   b. Have aides list how they can be of help in the following areas:
      1) Lavatory habits
      2) Housekeeping
      3) Food
      4) Playground safety rules
      Note: Stress the importance of setting a good example.

New Words (copy list in alphabetical order, indicate syllables, learn):

1. elementary
2. information
3. experiment
4. duplicate
5. secretary
6. lavatory
7. library
8. absent
9. assignment
10. attendance
11. example
12. problem

Instructor's Observation:

"Ten minutes before the session was to begin, the principal informed me that the meeting room was not available. It was necessary for the aides to travel to the training center. Because it was snowing heavily, transportation was slow, and we were not able to begin until 2:15. One aide walked because he did not have car fare.

"The session did not go well. We did make an attempt to discuss ways in which an aide could be helpful in the health and safety program of the school, but a feeling of disgust with the unnecessary hardship to which they had been put was reflected."

Session IV

Purpose:

1. To develop skill in the use of a dictionary.
2. To determine ways in which an aide can help a teacher to develop qualities of leadership in students.

Procedure:

1. Routines:
   a. Check to see which aides have notebooks, pens, and pocket dictionaries.
   b. Have aides add the 12 words from the previous lesson to their lists.
2. Skills:
   a. Review: Alphabetizing–have aides arrange the new words in alphabetical order.
   b. New: Dividing words into syllables with the use of a dictionary. *Note:* Be sure that aides do not confuse phonetic spelling with syllables.
3. Qualities of Leadership
   a. In discussion, ask the aides to point out the characteristics of a good leader. List them on the board. Have aides relate a few experiences in which these traits were being developed by the teacher or in which they helped students.
   b. What would be the best way to handle these problems?
      (1) A student lets his friend "up" in line.
      (2) A student game leader calls only on his friends.
      (3) In choosing sides, neither side wants Johnny.
      (4) Cheating.

Instructor's Observation:

"Once again the specialty session was cut short. This time the reason was that the core leader of one group made the decision to change the meeting place. He failed to notify the second group.

"No truly meaningful work could begin until the second group had arrived, which took considerable time.

"As a result, the lesson had to be shortened by changing the role-playing activity to oral discussion.

"Group II was annoyed at the unnecessary inconvenience to which they had been put."

Session V

Purpose:

To teach basic skills in the use of the library.
   a. The card catalog
   b. The arrangement of books

Procedure:

1. Routines:
   a. Collect home assignment.
   b. Recall discussion on leadership–entertain any questions that may have arisen since the last meeting.
2. The Library:
   a. Ask whether aides can find a book in the

library without the aid of the librarian.
   - b. Explain the purpose of the card catalog.
   - c. On the board, draw facsimiles of the author card, the subject card, and the title card.
   - d. Explain in detail the information found on the cards.
   - e. Discuss the arrangement of both nonfiction books and fiction books.
   - f. Introduce the idea of the Dewey decimal system as a means of arranging nonfiction books.
   - g. Summary: Briefly discuss the value to a teacher aide of knowing how to find information in the library.

3. New words: Add to list, arrange in alphabetical order, divide into syllables (home assignment).
   1. reference
   2. fiction
   3. information
   4. author
   5. arrange
   6. library
   7. catalog
   8. inquire

Instructor's Observation:

"The aides were anxious to learn the library skills which were introduced today. Unfortunately, there was not a public library close enough to put the lesson to practical use. Aides who had never had library cards said that they would get them and use them."

Session VI

Purpose:

1. To give practice in the skills of measuring, tracing, and cutting.
2. To provide each aide with a set of capital letters.

Procedure:

1. Routine:
   - a. Check home assignment.
   - b. Provide each aide with a large manila folder, a ruler, scissors.
2. Making a set of upper-case letters:
   - a. Use of the ruler: Have the aides draw vertical lines 3 inches apart. Check work. Have brighter aides help the slower.
   - b. Tracing: Have aides trace one letter in each block.
   - c. Cutting: Have aides carefully cut the letters.

Instructor's Observation:

"Some aides had difficulty in measuring, but those who finished helped the slow ones willingly. All did a satisfactory job of tracing. Only two aides finished the cutting during the session. The rest were instructed to finish at home.

"The aides seemed to enjoy the session. They were active physically the whole time and this activity appealed to those with short interest spans as well as having meaning for the more capable ones."

Session VII

Purpose:

To give practice in chart making, alphabetizing, inverting of names, copying, and measuring.

Procedure:

Routine:
   - a. Check to see that each aide has cut out his set of letters.
   - b. List 25 names on the board.
   - c. On a separate sheet of paper, have the aides separate the boys' names from the girls' and arrange each group alphabetically.
   - d. Ask each aide to use a plain piece of typing paper and measure one inch from the top and draw a horizontal line, and then measure 4½ inches from the left and draw a vertical line.
   - e. Instruct aides to invert the order of all names and list boys on the left and girls on the right.
   - f. Discuss ways in which this type of chart can be used.

Instructor's Observation:

"In addition to giving the aides practice in the skills listed, the greatest value lay in the practice that it gave the aides in following oral directions. Many aides don't concentrate well enough to follow the simplest orders, but continued practice should correct this weakness.

"It took the entire session to complete this exercise. Most of the aides did a very good job."

Session VIII

Purpose:

1. To give practice in selecting good pictures for classroom use and in mounting pictures.
2. To give additional practice in making charts.

Procedure:

Aides are to imagine that they are helping teachers with a unit on transportation. In connection with this unit, each aide must make a chart and a bulletin board.
   - a. On a plain sheet of paper, have aides make three columns headed: *land, sea, air.*
   - b. Provide each aide with one or two magazines and a pair of scissors.
   - c. Each aide is to cut pictures from the magazine

to use in a classroom display in connection with the unit.
   - d. Aides may mount pictures on the construction paper that is provided.
   - e. Evaluate the selections to determine what makes a good picture.
   - f. Each aide will be given a manila folder in which to keep the pictures—the beginning of their picture files.

Instructor's Observation:

"Because the school coordinator wanted to talk to the group during the last ten minutes of the session, we did not spend as much time on the evaluation of the pictures as I had planned. When an interruption occurs at the end of a lesson, often the value of the entire lesson is negated."

Session IX

Purpose:

To give aides practice in planning a bulletin board.

Procedure:

1. Demonstrations:
   - a. The display of objects on bulletin boards with the use of boxes.
   - b. The display of objects on shelves made of cardboard and cord.
   - c. How a three-dimensional effect can be created through the use of box tops to display pictures.
   - d. Various uses of colored yarn.
   - e. The use of letters (positions).
2. Activities:
   - a. Have aides plan a bulletin board on a plain sheet of paper.
   - b. Let as many aides as possible present their plans to the group for constructive criticism and evaluation.
   - c. Instruct aides to be prepared to actually make a bulletin board on April 19, 1966.

Instructor's Observation:

"The aides thoroughly enjoyed the demonstration and the chance to try out some new ideas. Many aides showed a great deal of creativity.

"This lesson should have been given much sooner, since most of the aides had already been given the responsibility of making bulletin boards in their respective classrooms."

Session X

Purpose:

To give the aides experience in making a chart of newsprint.

Procedure:

1. Each aide is to plan a chart on some aspect of transportation which he could use in his grade level.
2. After the aide's work is approved, he must put it on the unlined newsprint provided.

Instructor's Observation:

"The aides did a very good job on the charts. They used the measuring skills and showed great improvement. The value of what they were doing was apparent to them. Attendance was a little better, but not good because of the holidays."

Session XI

Purpose:

To make a bulletin board.

Procedure:

Furnish tag board, construction paper, scissors and glue. Aides are to bring everything else to make the bulletin board they planned.

Instructor's Observation:

"The work was a very high quality. Most of the aides were happy with the finished product. Some teachers in the school selected some of the boards for display in their classrooms. Aides were delighted."

Session XII

Purpose:

1. To give aides practice in marking with a key.
2. To give aides a chance to make up missed work.

Procedure:

1. Aides who had not completed charts and/or bulletin boards completed the work.
2. Others took simple tests, exchanged papers, and graded them with the keys provided.

Suggested Films and Reading Material For Supplementing Aide Curriculum

Films:

"Six-, Seven-, and Eight-Year-Olds: Society for Children," Part III of Vassar Series: *Studies of Normal Personality Development,* New York University Film Library.

"Accent on Learning," Ohio State University, (16 mm., 30 min.).

"New Tools for Learning," Encyclopedia Britannica, (16 mm., sound, black and white, 19 min.).

"Making Yourself Understood," Encyclopedia Britannica, (16 mm., 14 min., sound, black and white).

"Not by Chance," National Education Association, (16 mm., 28 min., sound).

"Curriculum Based on Child Development," McGraw-Hill Book Co., (16 mm., 12 min., sound, black and white).

"Each Child is Different," McGraw-Hill Book Co., (16 mm., 17 min.).

"Effective Learning in the Elementary School," McGraw-Hill Book Co., (16 mm., 20 min.).

"Sociable Six to Noisy Nine," McGraw-Hill Book Co., (22 min., color).

"A Long Time to Grow."

"Wilson Street."

"Doomed to Failure."

"Discovering Individual Differences."

"Life With Junior."

"Principles of Development."

Pamphlets:

Your Child's Safety. New York: Public Affairs Committee, Inc., 22 E. 38th St., 25c.

Health Education Series. Boston, Mass.: Life Conservation Service, John Hancock Mutual Life Insurance Co., Free.

Improving Children's Learning Ability; Helping Children Adjust Socially; Developing Responsibility in Children; Building Self-Confidence in Children. Better Living Booklets. Chicago, Ill.: Science Research Associates, 57 W. Grand Ave., 50c each.

Fundamental Needs of the Child. New York, N.Y.: National Association for Mental Health, 1790 Broadway, 20c.

VI. memoranda

HOWARD UNIVERSITY
Institute for Youth Studies
Washington, D. C.

March 31, 1966

MEMORANDUM

TO: *Principals and teachers participating in the Howard University Institute for Youth Studies teacher aide program.*
FROM: *Program Coordinator, Institute for Youth Studies*

We have received official notification from the assistant superintendent's office regarding the correction of papers by our aides. The notification reads in part, "If properly instructed and guided, the trainees could use an answer key and perform a clerical function."

We plan to incorporate training for correcting papers with a key in our specialty sessions immediately. We recognize, however, that although they have received instruction from our training staff, the aides will require reinforcement from the supervising teacher in the classroom. After the aides have corrected the papers, they should be turned back to the teachers to be checked and graded.

We are sincerely pleased that this area has been clarified and hope that this will allow you to use the aide more effectively in your classroom.

HOWARD UNIVERSITY
Institute for Youth Studies
Washington, D.C.

April 8, 1966

MEMORANDUM

TO: *Consultant and Instructional Staff*
FROM: *Program Coordinator, Institute for Youth Studies*
SUBJECT: *Aide Evaluation*

The aides will receive evaluations from their core counselors during the week of April 18-22, 1966. They will submit self-evaluations during this same time period. Teachers will give the aides evaluation on April 25th. The specialty teachers will be requested to note their comments on the aides in their group.

Certification for successful completion of the teacher aide training program will be based on a composite of all of the evaluations. In the event of serious disagreement, those concerned will meet together to discuss the aide in question. The list of certified aides will be compiled and submitted during the week of April 25, 1966.

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*This is the format of the memoranda used to inform program personnel of changes in the job description. Additional tasks inserted into the program in this way included: flashcard drill, independent supervision of children on the playground, and repeating instructions to children after the teacher had given them.

HOWARD UNIVERSITY
Institute for Youth Studies
Washington, D.C.

April 18, 1966

MEMORANDUM

TO: *Participating Teachers*
FROM: *Program Coordinator, Institute for Youth Studies*
RE: *Final Evaluation of Aides*

In light of the fact that some questions were raised about the evaluation form, I would like to provide some brief instructions to guide you in filling out the form. The responses to the eight questions are phrased so as to provide gradations of excellence with #1 equivalent to poor; #2=fair; #3=average to good; #4=excellent. Space is also provided for you to qualify and explain your responses should it be deemed necessary.

The second group of questions (beginning at the bottom of page 2) is open-ended and geared to elicit a description of the aide's work as well as an assessment of its quality. In responding to these questions, you might want to consider some of the following aspects.

1. Punctuality and regularity: Is the aide prompt, not only in arriving in the morning, but on returning from lunch, recess, breaks? Has he been excessively absent?
2. Interest, initiative, creativity: Does the aide show enthusiasm for his work, does he make appropriate suggestions for enforcing his usefulness to you, and does he show that he has imaginative ideas?
3. Ability to accept responsibility: Can the aide be counted on to perform his tasks on his own? Is he conscientious and reliable about his work?
4. Ability to establish rapport with children: How does the aide get along with children? How does he relate to them?
5. Acceptance and handling of supervision: Does the aide easily accept your instructions or directions? Is he willing to follow directions? How does he accept corrections or criticism?
6. Ability to cooperate with other personnel: Does he work well with other staff members? Can the aide participate as a member of a team?
7. Tasks for which the aide shows skill or aptitude, and tasks which the aide has difficulty handling: What are the aides' strengths and weaknesses, preferences, and deficiencies?
8. Further training needs: Were training to be continued, what skills and techniques does the aide need to learn?
9. Problems or difficulties posed by the aide: Has the aide's presence created only difficulties for you? What kind of problems did you experience in integrating him into the classroom? Has his behavior in any way caused you difficulty?
10. Appropriateness of dress, language, and grooming: Is the aide neat, clean, and appropriately dressed? Are his diction and grammar adequate?
11. Improvements or changes noted over time: Do you feel the aide has shown improvement? In what ways? Has he regressed in any way?
12. Would you like to see this aide on your staff? Do you feel this aide is an asset to the school and classroom? Would you hire him if that decision was yours to make?

We would greatly appreciate it if you would add to the back of the form your thoughts as to the kinds of skills or techniques the aide should have had before he was placed in the classroom. This would assist us in evaluating our training model and enable us to improve future programs.

Core groups will be canceled on April 25, to provide time for you to meet with your aide and share your evaluation with him. We would like to have the completed forms turned in by April 26th.

Should you have any further questions or comments on the evaluation procedures, I can be contacted by phone.

Your cooperation has been deeply appreciated.

New Careers in Welfare Services:

counselors in residential programs for children and youth

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Chapter I

background and rationale

For many years, the District of Columbia Department of Public Welfare has suffered from a chronic personnel shortage in its institutions for dependent, delinquent, and retarded children. In 1966, as many as 40 staff jobs were unfilled, most of them at the Children's Center, 25 miles from the District of Columbia in Laurel, Maryland. At this center, which consists of three separate institutions–Maple Glen for delinquent children, Cedar Knoll for older, more seriously delinquent youth, and the District Training Center for the retarded–there were 20 vacancies on the Cedar Knoll staff alone. At the same time, the Welfare Department was in the process of expanding its institutional programs to include facilities for older youths who had been involved in serious crime, and, in addition, was setting up halfway houses to care for youth returning to the community.

Traditionally, cottage life or child care counselors have been hired for the Welfare Department institutions at the GS-4 level (a federal civil service qualification), which requires some college or equivalent experience and a passing grade on a written examination. In most instances, the GS-4 counselor is Negro, with middle-class upbringing and outlook. He may be interested in stable employment and a chance to advance in the civil service, or he may just need a temporary job until "something better" comes along. All too often, his job becomes extremely frustrating as staff shortages tend to orient the institution's program more toward control and custody than to treatment and rehabilitation. When the institution is compelled, because of severe personnel shortages, to accentuate its control functions, the performance of child care staff often tends to be judged not by the attitude and behavioral changes which they are able to induce in their charges, but by the order, cleanliness and control which they maintain.

It was within this climate of institutional staff shortage that the Howard University Institute for Youth Studies proposed to train a number of disadvantaged young men as counselor aides for the Welfare Department's institutions serving dependent, neglected and delinquent children and youth.

In addition to providing a new source of institutional manpower, the training program was envisaged as adding a qualitative dimension to institutional service by training young men who, because of their personal familiarity with the backgrounds of the resident population, could bring new insights and understanding to the counseling role.

The goals of the training program were therefore identified as follows:

1. To prepare or equip a group of underprivileged young men with the knowledge, skills, and work attitudes required to function in entry-level counseling roles in the Department of Public Welfare (DPW) institutional programs;

2. To promote the establishment of such entry-level jobs by the DPW, and

3. To ensure placement of trainees successfully completing the training program in jobs developed for them.

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Chapter II

job development and placement

a. rationale

The New Careers program in concept and in application places a major emphasis on the functions of job development and placement. Although the functions are interrelated, job development receives primary emphasis because it represents the cornerstone on which the total training effort is based, and because it gives direction and structure to job placement activities.

Job development consists of the interaction and exchange between New Careers project staff and staff of the potential employing agency. This interaction is designed to establish stable and defined entry jobs with opportunities for advancement to higher level careers into which trainees can immediately move upon successful completion of training.

Job placement consists of those activities of the New Careers training staff and appropriate employing agency staff that are designed to ensure job delivery or hiring of the trainee in accordance with agreements and commitments made by the agency to establish entry-level positions during the job development process.

The success of a New Careers project is in large part a measure of the extent to which agencies can alter personnel and occupational policies to make jobs available for individuals not usually eligible for them. Similarly, the success of job placement in a New Careers program can be evaluated in terms of whether candidates were actually appointed and jobs really delivered. Consequently, both functions are directed to effecting varying degrees of change in the occupational system of the particular employing agency. Specifically, in the case of the Department of Public Welfare (DPW), this involved alterations in the Department's system of position controls and hiring practices. In the sections that follow, the procedures and problems involved in the job development and placement experience in this program are summarized.

b. job development

Original Agreements

The proposal for this training program required the creation of new entry positions in the DPW personnel structure, since the men who were to be trained could not qualify for existing GS-4 positions, which up to this time had been the beginning level for counselors. The Department of Welfare accepted the Institute's proposal and inserted into its organizational table two lower grades, GS-2 and GS-3, at which levels counselor aides could be hired.

During negotiations between the Department and the Institute prior to the start of the program (January 31, 1966), it was agreed that a written examination would not be required for these jobs. However, job descriptions for these positions were essentially the same as the job description for a GS-4 counselor, except that counselor aides would receive "closer supervision" and less pay.[1] At the same time, the Department planned to add two higher grades in the counselor series, GS-5 and GS-6, in order to attract and keep highly qualified men, and to prevent existing counselors from viewing the counselor aides as threats to their jobs. Counselors were to be upgraded according to availability of funds, and were assured that if candidates for the higher counselor levels could be found, the GS-2 and GS-3 grades would be eliminated. The jobs would be filled at the highest levels the budget would permit if there were men who could meet the requirements, rather than at a lower grade. (It should be noted that eliminating the GS-2 and GS-3 written examination requirements and upgrading the GS-4 level were important issues in program planning, but at that time the Federal Civil Service Commission had yet to make the final decision on these matters.)

Such modifications in position controls became the basis of an agreement between the Department of Welfare and the Institute for Youth Studies with respect to training and jobs for the enrollees prior to the start of the program. The main points in this agreement were:

- The Institute for Youth Studies would train two groups of 15 trainees. The first group would consist of younger trainees (aged 17-22) who would be prepared for positions as GS-2 counselor aides. The second, older group (aged 22-35) would be trained as GS-3 counselor interns.
- The training curriculum would be jointly planned and developed by IYS and the DPW Staff Development Unit and Personnel Office Unit. Curriculum would be designed to meet requirements for GS-2 and GS-3 positions.
- The men were to have completed high school or passed an equivalency examination and perform satisfactorily in their on-the-job training assignments outside the classroom.
- Recruitment and selection were to be handled by IYS staff except when an applicant had a police record, in which case the Department of Welfare would make final decision as to his suitability for selection.
- All training costs, including aide and intern stipends, were to be paid from Manpower Development and Training Act funds provided under contract with the Institute for Youth Studies.
- A trainee would have to successfully complete a three-month training program and satisfy the application procedures of the Department of Welfare in order to be appointed to a temporary one-year position as a GS-2 counselor aide.
- Aide training would be considered experimental until such time as evaluation of aide's job performance indicated that the position warranted inclusion in the occupational structure of the Department.
- Intern trainees were to be appointed to permanent counselor positions at the GS-3 level upon successful completion of a six-month training program provided by IYS and compliance with the application procedures of the Welfare Department.

Problems in Implementation

It had been hoped that these agreements on upgrading the counselor position would be put into effect prior to, or at least simultaneously with, the beginning of the training program. This, unfortunately, was not possible and, instead, was postponed for some six to nine months. During this period, therefore, the roles of old staff were essentially on the same level as those of the aides.

This situation introduced considerable strain into the training program, particularly in supervisor-trainee relationships in the on-the-job training component. It was understandable that regular staff would be very much threatened by the introduction of less experienced and apparently less qualified personnel. Even though there was a provision in the counselor job descriptions that they were to "supervise" the new personnel, this was not defined. Furthermore, other content areas of the upgraded counselor positions were virtually identical to those of the aides.

Staff shortages at the supervisory level could not be filled, thus exacerbating the increased inservice training need resulting from the introduction of new personnel and the restructuring of roles of old personnel. At Maple Glen, for example, when the program began, there were just three senior counselors rather than five that had been budgeted.

The impression was informally fostered that the lower-grade counselor slots would be eliminated at such time as the upgraded positions could be filled—for example, in the recorded minutes of a counselors' meeting to review job descriptions (January 28, 1966): in response to questions asked by counselors as to whether

> *. . . the GS-2 and GS-3 jobs created for counselor aides and counselor interns [would] tend to reduce the total counselor grade structure . . . . The answer is that it will not. It is true that we are moving in two directions at the same time; that is, we are trying to upgrade counselor skills by having a wider range of grades within the counselor series. It means that there will be grades higher than the present grades for operating counselors in order to find more candidates*

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[1] See *Appendix B,* "Job Descriptions."

to fill present counselor vacancies. Counselors were assured that if at any time we can find candidates at a higher level we will eliminate the lower counselor grades, GS-2 and GS-3.

This, of course, made it appear that our trainees were filling in rather than performing new or supplementary roles in a counselor hierarchy of tasks.

Actually, because of the chronic staff shortage, our trainees were both needed and resented at the same time—a situation fraught with strain for both trainees and institutional staff.

Resentment was not merely confined to the existing institutional counselors who saw their hard-won status as GS-4 counselors threatened by trainees who very frequently were called upon to act as counselors even to the point of being the only person on duty in a cottage of 25 to 40 youths. The trainees met frequently with sullen and hostile rejection, outright challenge, denial of information necessary to perform assigned tasks, and even refusal of rides to and from the institution. In turn, they reacted angrily toward the staff and at a system which asked them to do "the same job for less pay."

In short, both new and regular staff appeared to be receiving double messages from the agency. For new staff, it seemed that the agency was saying, "We want you now but may not need you in the future if we are able to recruit higher-level counselors." On the other hand, regular staff seemed to be hearing, "We need the aides now, but won't need them in the future if we can recruit more people like you."

Three assumptions, emerge from the experiences in job restructuring in this project:

1. The establishment of new aide positions through restructuring of pre-existing work roles is likely to be construed by those regular staff (whose jobs closely approximate or are contiguous to those of the trainees) as a threat to their role and status in the occupational hierarchy of the agency.
2. Furthermore, it is evident that old staff, in reacting defensively to deal with the perceived threat, will contribute to setting up a conflict situation between themselves and trainees. Work supervisors, because of their primary identification with the institution and its staff, may tend to side with the latter against the trainees, thus intensifying the conflict and undercutting the value of the training experience, particularly OJT.
3. The extent to which such conflict can be minimized or eliminated may be largely dependent on the degree to which three requirements are met:
   a. Clear and unambiguous interpretation by the agency of the new aide job as it can be defined at the early stages of introduction, and the status of the job in the occupational hierarchy;
   b. Redefinition of the roles of old staff necessitated in many instances by transfer of pre-existing tasks to the new aide roles, together with respecification of status and responsibilities of the incumbent in the redefined role, and
   c. Administrative alertness to the tension and effective intervention through inservice training efforts among trainees and regular line staffs.

c. job placement

Inevitably, when the agency providing training is external to the agency for whom staff is being trained, the training agency is faced with choices in terms of the role it is to play vis-a-vis the trainees and employing agency. Staff shortages in the DPW occur not only among the line staff or supervisory personnel in the institutions, but also in the personnel department which has responsibility for processing of new applications and upgrading of employed staff. By undertaking to train a group of men, some of whom had police records and who, additionally, were recruited and selected by the training agency rather than the employing agency, several perturbations were introduced into an already overburdened system.

In an effort to provide for the eventual hiring[2] of the men we had recruited and selected to train in this program, the role played by the training agency can best be described as that of the "occupational advocate" for the trainees.

We attempted to learn more about the hiring procedure in regard to men who had records. A week after the program began, the program coordinator received a memo from the Department of Welfare personnel officer, describing part of the process for reviewing the cases of men having records of arrest for a felony. In summary, it noted that:

- Civil Service Commission (CSC) suitability requirements are general and look to a pattern of rehabilitation and no involvement which would be embarrassing to the employing agency on the part of an applicant.
- The District of Columbia has an established definition of the felony category which is a matter of record.

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[2] For elaboration of hiring procedures, note *Appendix A.*

- Full information on the nature of the offense for which the applicant was convicted must be obtained unless the conviction occurred in the distant past and was followed by a long period of good behavior.
- After having made a review of the conviction and subsequent rehabilitation, the Department determines whether to recommend appointment of candidate.
- Final approval rests with the personnel officer for the District of Columbia.

Applications from later recruits for the vacancies in the original group were referred to the Department of Welfare for advice regarding their potential for placement at the end of the training period. The response by the Department on April 14 to these applications gave a hint of the difficulties we were to experience in getting the men appointed:

1. Further review was necessary before trainees could be considered for employment.
2. If a trainee was still on probation or parole, CSC regulations would need to be followed.
3. Such cases would need to be submitted to CSC for prior approval before making appointments.
4. This submission to CSC can only take place when applicant has met all experience and education requirements.
5. IYS should anticipate that there may be a delay in the appointment of the applicants after they complete training because a successful probation record and completion of the training program might provide the basis for a more favorable consideration.

The aide group was to complete its training on April 22, 1966.

It can be seen that the DPW Personnel Division operates under a series of sanctions established by the Civil Service Commission and District of Columbia Personnel Office. Any applicant who cannot, under the rules established, fall easily into the procedure which can be completed by the Personnel Division must wait out a rather complicated procedure involving several local and federal offices.

IYS undertook to play an advocacy role in support of the applications of the trainees for the counselor aide jobs it helped to develop. This role occasionally placed IYS in conflict with the DPW Personnel Office as the training periods drew to a close and applications had not moved to a point which would have resulted in the men starting their jobs as training ended. Fortunately, with two exceptions, all men did start work when training ended, and the two who didn't eventually received CSC clearance.[3]

CSC Examination Procedures

Since the original understanding between the Department of Welfare and the Institute for Youth Studies had not included the requirement of a written examination for the GS-2 and GS-3 counselor aide positions, the applicants being interviewed were not told of such a possibility. However, on the first day of training, both GS-2 and GS-3 candidates were notified by the Department of Welfare personnel officer that they *would* need to take a written examination, since the Civil Service Commission had decided it could not waive this requirement for initial appointment. This was a blow because many of the men were weak in academic skills. It looked as if both GS-2 and GS-3 candidates would have to take the same examination as the GS-4 counselors and pass with the same grade.[4]

At a meeting of IYS and DPW administrative staffs, it was agreed that the Department of Welfare and the Institute for Youth Studies would collaborate in expediting the examination process and making it possible for aides who passed the examination on the first try to start work immediately upon satisfactory completion of training. In order to reduce delay in hiring, every effort would be made to arrange a retest before the end of the training program for those who failed initially. The following steps would be taken:

1. Department of Welfare personnel office would immediately clear with the Civil Service Commission to determine:
    a. If initial examination could be given as early as the six-week mark of the training period;
    b. If a retest prior to termination of training period could be arranged for those who failed the initial examination, and
    c. If a sample of examination questions could be obtained to help prepare aides for the test.
2. Training schedules would be modified to allow Department of Welfare personnel staff to explain the government employment Form 57 to the trainees and assist them in filling out the forms.
3. Interns would be eligible to take the GS-4 examination (if they had sufficient academic credits) as well as the GS-3 examination if they so chose. The Civil Service Commission had granted them this permission.

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[3] The helpful advice of the OMAT Contract Officer in assisting these men to request a rehearing of their cases by CSC was especially useful.

[4] This "counselor aide" examination does not test the candidate's counseling skills but instead measures his reading comprehension, spelling, ability to follow written directions, and knowledge of correctional procedures.

Seven weeks later, the Civil Service Commission dropped the examination requirement for the aide group whose members were applying for GS-2 positions. Three months' experience in that position would qualify them to try for the GS-3 position, at which time they would have to take the written examination. All of the interns would have to take the counselor aide examination for the GS-3 position. Some interns who had had some college education would be eligible for a GS-4 rating if they passed. Those who took and passed the examination for the GS-3 position would not have to take another examination if their additional job experience entitled them to qualify for GS-4 rating.

The entire intern group took a specially scheduled CSC examination at the end of April. Five of the remaining interns in the group passed, although one of these was subsequently dropped from the program for poor attendance and other problems. One other man learned later that his prior civil service status as a post office worker could have exempted him from the examination. The other six men were assigned to a special remedial program for two hours a week. This program, designed to cover examination areas in which the men were deficient, stressed reading comprehension, spelling, and following verbal instructions.

The six interns applied for the next examination at the end of June. This examination was sent out from Denver on June 15 and was lost in the mail. At the end of the training program, these men were still waiting for the examination to be scheduled.

As a result of this experience, we came to two tentative conclusions:

1. If a question, such as one concerning examination requirements, has not been resolved by the highest authority having control over the matter, the men recruited should be told this.
2. When an examination is required for employment, remedial classes should be part of the training. As the program equips the trainees for a job, it must also equip them to pass the qualifying examination.[5]

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[5] See *Appendix C* which includes samples of practice tests for intern remedial classes.

Chapter III

recruitment and selection

a. recruitment

The formal agreement between IYS and DPW in regard to roles and responsibilities with respect to recruitment and selection stipulated that "IYS would assume major responsibility for recruitment and selection of aides and interns except in instances where applicant had a record of law violations, in which case the situation would be referred to DPW for decision."

Recruitment Criteria

In order to serve the principal program goal of enhancing the quality of institutional service by training a group of men who had personal familiarity with the background conditions of the resident population, we specifically sought men who had histories of poverty, poor school records, delinquent and/or criminal records, and limited or nonexistent work experience. In this process we looked for applicants from the "pool" of applications left over from previous IYS training programs, referred by such local agencies as the United States Employment Service, the neighborhood employment services of the local Community Action Program (United Planning Organization), the Division of Vocational Rehabilitation and the Parole Department. In addition to these sources, referrals were solicited from personal recommendations by former trainees. As a result of these recruitment efforts, twenty-seven men applied for the intern group and twenty men for the aide group.

b. selection

Aide candidates were interviewed by core counselors and the intern core group trainer; intern candidates, by the program coordinator and intern core group trainer.

Since many of the men had arrest records, the Deputy Director of Welfare for Institutions reviewed their applications with the Department's personnel officer. Only one man, who had been recently released from serving time for a serious felony, was refused admission to the program. All others with felony records (including one man who had recently returned from the Youth Center at Lorton with three years of parole still to serve) were accepted. One who had been a narcotics addict for 10 years was also accepted. In the several cases where there was a history of felony, further review by the personnel section of the Civil Service Commission was a requirement for eventual hiring.

Care was taken to explain to all candidates that working with delinquent and dependent youth in institutions was difficult. Evaluation of the candidate's response to this was an important factor in selection, as was the applicant's own evaluation of his own experiences in institutions. We were looking for men with ideas, and by relating the demands of the job to the personal experience of the candidates it was fairly easy to distinguish between those who had done some thinking about how institutions can help and those who were fairly uncritical. Our interview strategy favored the former candidates.

c. outcomes

Sixteen interns and twelve aides were selected for training.

In the intern group, attrition and replacement took place in the following manner. On the first day of training, one man dropped out because he found out more about the nature of the work and decided it was not for him. At the end of the first week, three were drafted. Three weeks later, another man left because he couldn't manage on his training stipend. Two new men were added, the first at the end of two weeks and the second at the end of six weeks. The group was then stabilized at 13 members.

A total of three men were subsequently dismissed from the program because they were unable to abide by regulations concerning attendance, calling in when absent, tardiness and walking off the job. Two of the three were granted a period of probation which failed to result in change in performance. The ten men who remained completed the program successfully, and nine were hired.

In the aide group, three dropped out very early in the training. One was notified of his selection for a post office job and chose to take this higher-paying position. One man who was having a lot of difficulty on the job simply dropped out and could not be located during several attempts to visit him at home. A third man "confessed" that he had lied about finishing high school, which made him ineligible. He was transferred to a teacher aide training program which didn't have this requirement and he completed that program successfully.

Nine men finished the training program. Of these, five sought employment and were hired. Two took better-paying jobs, one was drafted, and the other required medical attention for a serious orthopedic problem before he could take any job. Parenthetically, one of those who took a higher-paying job (post office) subsequently reapplied for work at one of the institutions. His stated reason was that he was "more interested in that sort of work."

The picture of the recruitment and retention process would not be complete without reference to some uncontrollable factors in the general political and economic climate within the community at the time that this program was undertaken. First, there was an increase in the D.C. draft quota. Secondly, there was a concomitant lowering of general unemployment in the area. Thirdly, because a high school diploma or equivalency was required for enrollment in the program, we didn't have as large a source of prospective trainees as other programs in which the drop-out population was tapped.

Chapter IV

training

a. training model

The training model which was adapted for use in this program was based on the pattern established for New Careers training ventures by the Institute for Youth Studies.[1]

This model consisted of a combination of interrelated elements: on-the-job training, specialty or skill classes, and core group discussions. The training programs ran for three months (aide group) and six months (intern group),[2] with a full-time schedule into which the components fitted. On-the-job training occupied approximately three-fifths of each training week, with the remaining time allocated to the specialty classes and core group discussions.

1. Core Group Component

Rationale

The functions of the core group are employment-centered. This means that all activities within the group, although they may have much broader implications, have relevance for the aim of the program: to teach the trainees how to perform simple tasks in human service fields and how to hold a job.[3] This formulation of the purpose of the core group in a job training program was used in the counselor aide training program. MacLennan and Klein further enumerate the functions of core group as:

1. Enabling the aides to develop a common identity as nonprofessionals in human service fields;
2. Teaching aides how to work in human services through adoption of appropriate standards, attitudes and behavior, and
3. Communicating a common background of the knowledge necessary for all human service personnel about society at large, human relations, human development, and the understanding of human behavior.

The above description of core group functions was modified in this program by the separation of the third area from the first two. Specialty classes took over the function of "communication of a background of knowledge" and core group concentrated on the first and second areas of development.

This reformulation was developed in response to a combination of factors. First, we were training men for earlier entry into a preprofessional job category rather than as nonprofessionals in an altogether new job category as described in the MacLennan-Klein paper. This meant that the knowledge and skill curricula had to be more specific and more fully developed to match the position for which the men were being trained.

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[1] See Jacob R. Fishman, *et al. Training for New Careers.* President's Committee on Juvenile Delinquency and Youth Crime, Washington, D. C.: Government Printing Office, June 1965.

[2] MDTA trainee stipends allow for higher stipends and a longer training period for older persons (over 22), and IYS has found this useful where dysfunctional attitudes have become more ingrained and need a longer period of training "attack" to overcome.

[3] See Beryce W. MacLennan and William L. Klein. "Utilization of Groups in Job Training." *International Journal of Group Psychotherapy,* XV:4, Oct. 1965, pp. 424-33.

Second, we were experimenting in the aide group with the use of counseling interns as core leaders. They had been recently trained by IYS.[4] It could not be expected that these core leaders could provide the detailed knowledge which the trainees needed.

Highlights and Issues

The core leaders met their groups twice or three times a week to consider job or training difficulties and interpersonal relationships. Emphasis was placed on indicating to trainees that they would need to take responsibility for themselves when difficulties arose. The core group was a forum where possible solutions could be "tried on for size" and decisions made by the group, and not a place where "gripes" carried to the core leader would then be negotiated by the leader on behalf of the trainees. Although this approach which denied dependency caused initial anger, the group members gradually became aware of the value of group discussion for problem-solving–something with which they had had relatively little prior experience.

It was planned that each week the younger men (aide trainees) would meet in four two-hour core sessions and the older men (intern trainees) in two two-hour core sessions. In practice, it was found that a two-hour session was too long for the aides and the meetings were shortened to one or one-and-a-half hours. Shorter, more frequent meetings were appropriate for this group.

For the interns, two two-hour weekly sessions were planned at the beginning and then increased to three after four to six weeks in the program because, at this stage, "problems" began to arise and required discussion. At the twelfth week, the sessions were again reduced to two, and by the eighteenth week, only one weekly session was scheduled for the remainder of the program.

The interns were better able to sustain group discussions than the aides, but initially were more guarded about what they would permit to be discussed.

Core group discussions for the aides included a wider variety of topics because their own identity problems covered a wider range and found easy expression in the group. Members of the aide group needed the most help on questions of appropriate dress, language and behavior. They also needed much more support in facing institutional ambiguities and problems with supervisors.

With the interns, the discussions were different. Primarily, they dealt with the development of a consensus concerning proper treatment of youth in institutions, and the difficulties arising because this consensus differed from existing institutional norms.

With the aides, we could discuss problems of absence and lateness as part of development of a new identity. No one had to be fired for failure to accept the group norm.

With the older group we couldn't get the "core concept" to work in this area. These men had already developed a firm identity in regard to work "habits," and their range of habits extended from rigid acceptance of the norms of the work world to a complete rebellion against them. The behavior we observed in their work habits seemed to be related to the individual's ability to find "meaning" in the job.

One thing became clear with the interns–a clear, consistent definition of standards from both the institution authorities and the training staff was essential. Where we wavered, trying to understand and to make exceptions for special problems, we became prey for abuse.

We finally hit upon a "no work, no pay" formula which seemed to be a basic condition for the men. In addition, we made clear to the men that persistent lateness, walking off the job, and frequent absences unrelated to illness would result in expulsion from the program.

Any effort to arouse group concern about these infringements resulted in failure. For example, they didn't understand why a man's staying off the job affected the group. Their experience in the world had taught them that "you make it on your own." When faced by the leader with the delinquency of a group member, the others supported his poor excuses and suggested total unfairness on the part of the core leader and program coordinator.

When we pointed out that some group members complied with punctuality requirements and questioned why, if they could do it, others could not, the general response was, "That's their problem."

We would propose that for younger men, whose work habits are still flexible, group discussion *per se* is both efficacious and functional. But for older men, firm, externally imposed and administered rules are essential. For them, if the job has significance, there will be an incentive to comply. The men themselves affirmed this. They saw failure to set firm rules as a staff problem and agreed that "firing" for lack of compliance was the only solution.

We noted, too, that it is impossible to predict attendance on the basis of past work history alone. "Habits" are too closely related to the ability of the man to find personal fulfillment in the job. We would concentrate then, for older men, on a system which involved firm rules and penalties. Core discussion would help the men understand how this kind of work is relevant to their lives. Perhaps discussions might compare ways of behaving in both meaningful and meaningless situations in order to increase the insight of the trainees.

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[4] See William L. Klein, *et al., Leadership in the Training of Human Service Aides: First Report on the Counseling Intern Program* (Institute for Youth Studies, 1966).

2. Specialty Training Component

The purpose of the specialty component in the New Careers model was to provide trainees with core skills and techniques required for adequate performance in a prescribed job.

The content for the specialty classes was built on a body of knowledge generic to human service work and specific for work in institutions providing care for delinquent and dependent youth. Every effort was made to relate the material presented to the observations of trainees in their on-the-job assignments by developing content from reports of these observations and by using a seminar format which called for constant participation by the trainee based on his OJT experiences.

Organization and Content

During the first six weeks, the aides attended two-hour sessions twice a week on the growth, development, and behavior management of younger children. During these sessions, they studied the background of family breakdowns, personnel procedures, institution routines, regulations, how to fill out employment application forms, the techniques of recording and writing reports, and the role of the social services at Junior Village.

During the second six weeks, when aides were assigned to Maple Glen, they studied growth and development of the adolescent, the characteristics of the group, alternate strategies of behavior management, and remedial games.

In addition, there were classes on the learning patterns and problems of older children, the special problems of the adolescent, legal problems associated with juvenile court procedures, the management and processing of delinquents, the rules and regulations of Maple Glen, and the training of the mentally retarded.

During the first 12 weeks, the interns' curriculum included an intensive consideration of the aides' curriculum in addition to a course on human growth and development, lectures on the culture and problems of the poor, small group management and the concept of identity, and discussion of individual children and case work.

During the last three months of training, the interns continued their work in human growth and development, concentrating on the problems of delinquency. They heard a series of talks on Negro history which was designed to help the interns, and through them their charges gain a sense of pride in their past history.[5]

Throughout training, the trainees observed the children for whom they would be responsible and, at the same time, learned the special skills needed to work with them as individuals and in groups.

3. OJT Component

Rationale

From the very beginning, on-the-job training was an essential part of the training program. The rationale for this addresses itself to the nature of human service work, where the "practicum" forms a matrix upon which the more academically oriented work is built. It also has meaning when we consider learning styles of persons coming from an educationally deprived background.[6]

Working in institutions with children and youth who require their help, the trainees sense the importance of their work, and are able to test out the information which they are receiving in classes in a real work situation, OJT. In addition, the OJT experience helps them evaluate themselves and the system in which they are working, thus simultaneously alerting them to the need for changes in both. On-the-job training is advantageous for the trainers as they develop a curriculum based on the content and pace of the trainees' "learning environment."

Operational Plan

To plan OJT, IYS staff members met with administrators and senior supervisors of all the institutions to which trainees were to be assigned during the training period. This was done so trainers could become better acquainted with the workings of the institution. It was important to establish a supervisory plan which as closely as possible replicated the actual work situation into which the trainees would move at the completion of the program. A system for evaluation of trainee performance by institutional personnel was developed. Finally, the role of the core group leaders as liaison with OJT supervisors was clarified during these meetings.

A plan was worked out in which the individual trainee would spend at least three weeks in each of the institutions in which he might later take a job. The aides had assignments, during their 12 weeks of training, at Junior Village, Maple Glen and the District Training School. The interns, during their 24 weeks of training, were placed in these three institutions and, in addition, at Cedar Knoll.

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[5] See Appendix C for outlines of these curriculum areas.

[6] Frank Riessman, *The Culturally Deprived Child.* New York: Harper & Brothers, 1962.

Problems and Issues

The principal factor affecting the outcome of the OJT process was the problem of developing a viable and supportive input from the supervising counselors in the institution. Closely associated with this problem was the highly defensive reaction of personnel in the institution, including supervisors, to the introduction of trainees, which grew out of the high degree of role ambiguity. (See Chapter II-B for illustrations.)

Field Supervision

Project staff encountered chronic difficulty in their efforts to develop the capabilities of supervisors to reinforce the training process in their contacts with trainees. This problem was most frequently manifested in supervisors' reluctance and discomfort in communication and interaction with trainees. In a word, the pattern of trainee-supervisor relationships throughout the program remained strained despite continued efforts by the project staff to promote the development of more constructive exchange.

Examples of how this problem was demonstrated in supervisory practices include the following:

> *A trainee preparing a group for church asked a regular counselor from his cottage if anything special needed to be done. The counselor said, "Just take them to church." On the way to church, however, a senior counselor from another group stopped the trainee and criticized him because the boys didn't have ties on.*
>
> *A trainee repeatedly reported late, ostensibly because of transportation difficulties. The senior counselor reported the trainee's "lack of reliability" to the institutional administrator without discussing it with either the trainee or the core group leader.*
>
> *A trainee who displayed excellent ability to establish rapport with hard-core youth and counseled them effectively, was criticized by regular staff members for his "manner" which was totally lacking in middle-class amenities. He himself was a "graduate" of the street and had some prison experience. Staff members discussed him with the comment: "He is like one of the students." No effort was made by his senior counselor to either compliment him on his work or point out what sort of reactions he was generating.*

The following examples illustrate how training staff responded to OJT problems such as those referred to above.

> *If a senior counselor complained to the trainer about a trainee's performance, the trainer suggested that they call the trainee in and talk to him together. This would force the senior counselor to be as open in his criticism to the trainee as he was in his tale to the trainer.*
>
> *If the criticism reached the administrator, he would be asked to bring the criticism directly to the trainee.*
>
> *In one case the assistant institutional administrator took responsibility for supervising the trainees since he realized that the senior counselors were already overburdened. This administrator openly criticized trainees about actions he observed or things he heard. This direct institutional supervision gave the individual trainee a maximum chance to learn.*

Problems such as these, which involve trainee behavior and its significance, offered opportunities for learning and coping within the context of the core group. The group, guided by their trainer, discussed each problem as it affected their new roles as subprofessional workers, and this prompt honest evaluation gave them a basis for appraising their own behavior. In this way the core group assumed a supervisory function. Otherwise, the trainee would hear only second-, third-, or even fourth-hand criticism of his behavior. In some cases, a complaint about a trainee would go from the senior counselor to the chief counselor to the administrator to the trainer, and, finally, to the trainee in a group session. Occasionally, however, the senior counselor would discuss a trainee problem with the trainer, thus shortening the procedure.

Recommendations

The above illustrations of OJT difficulties point up the importance, in the training or retraining of field supervisors, of helping them learn to use criticism of task performance in a constructive rather than destructive manner. It is important that a worker know how he is doing, what else he needs to learn, and what rewards will result when he changes his old method to one which is more acceptable.

It is preferable that criticism be given by institutional supervisors in the OJT situation. In the event that institutional practice makes this a difficult goal to achieve, the core group can perform an effective supervisory function, provided that the core group leader is able to play an active liaison role between institutional personnel and trainees.

Chapter V

summary statement

How successful was this training effort? The response to this question under optimum circumstances of controlled experimental conditions would likely be complex and inconclusive. Since such conditions could not be provided, assessment is largely based in the first instance on an impressionistic evaluation in terms of the original goals. With respect to the goal of preparing underprivileged men for counseling roles, it appears that the training model succeeded in preparing 10 of the original group of 16 interns recruited and nine of the original 12 aides recruited for counseling positions with DPW. With respect to the goal of establishing entry-level jobs, two new counseling positions, at GS-2 and GS-3 levels, for aides and interns in training were established. In terms of the goal of placing the men in jobs, complexities in hiring practices resulted in some fall-out with the aides, so that at program termination only five aides were actually placed. All 10 interns were placed. A more substantial indication of training program success will be forthcoming in a follow-up study currently in process.

However, the potential value of this pilot effort must be viewed against a different backdrop, namely one of change rather than status quo. In essence, the program was addressed to three major areas of need: (1) the needs of the unemployed and otherwise disadvantaged poor for meaningful work; (2) the needs of DPW for manpower, and (3) the needs of institutional clientele for improved standards of care. The training program attempted to encompass all three, with an inevitable degree of conflict, since in practice the interests of each are not always the interests of all. There was at times a dichotomy between how training staff expected the institution staff to respond to the residents' rehabilitation needs and what the staff would do given the enormous limitations to which most large public residential centers must accommodate themselves. Some of the differences in expectations of trainers and institutional staff were transmitted to trainees, with an inevitable degree of stress resulting. These differences were in most instances resolved. But they underscore the necessity for further experimentation in the training and introduction of auxiliary personnel into residential settings.

appendices

A. DPW Hiring Procedures

B. Job Descriptions

C. Curriculum Development

D. Samples of Supervisory Evaluations

Appendix A

department of welfare hiring procedures

This statement briefly describes the hiring process and procedures as they affected our trainees. The process is complex, and often exhausting and discouraging for the trainee caught up in its toils. When one considers the Welfare Department's urgent need for staff, some simplification would seem to be in order.

Initially, a competitive examination is required for all positions starting at GS-3. This examination does not inquire into the candidate's specific counseling skills, but instead examines his reading comprehension, spelling, ability to follow directions and knowledge of correctional procedures. The same examination, which is taken by corrections officers in the prison system, requires the same passing grade requirement for both GS-3 and GS-4 candidates. Questions might be raised about requiring such an examination particularly since it discriminates against those who may have academic deficiences but possess the potential, with training, for becoming counselors. Furthermore, questions can be raised as to whether the same examination and the same passing grade should be required for those who are candidates for GS-3 and GS-4 positions.

Prior to taking the examination, each applicant must complete a Form 57 and submit an examination application card. Then, he is informed when and where the next scheduled examination will be given. If an applicant fails this examination, he must wait six months before taking another, because there are very few examinations given and the competitive system requires that the candidate not become "exam-wise."

Next, an institution administrator requests a specific applicant who has passed the examination. After reviewing his Form 57 and interviewing him, the administrator sends the appropriate "papers" to the personnel section. In turn, the personnel office queries the budget office to see if a job slot is available. Final checking is done by the personnel officer.

Applicants who have a record of felony convictions or who are still on parole must have an additional clearance, by the Civil Service Commission. This step, in the case of our training program, was taken as late as possible, in order to have maximum information available on the candidate's recent history and experience. Recommendations must be sent from the training coordinator, parole officer, and others who have worked with the trainee, to the personnel officer. Three to six weeks' time must be allotted for this final clearance.

If the candidate has had work experience, his records are sent for and evaluated. A school transcript is also requested, since one year of college can be substituted for nine months' experience if subjects taken were in the appropriate fields.

The hiring process, aggravated by a shortage of personnel staff, cumbersome procedures, and "red tape," takes two to four months to complete.

Since the aides were with us for three months and the interns for six months, we had not anticipated any delay in their placement. Here are examples of some of the problems.

1. The civil service examination: Four of the interns passed on the first try at the end of April. One had prior civil service status which made it unnecessary to take an examination. Five were placed in a remedial program and planned to take the examination toward the end of June. At that time, new examinations sent from Denver got lost in transit and the five candidates (not to mention almost 100 other applicants not involved in this program) finally took it when it arrived almost two months later.

2. Sending the necessary papers from the institutional administrators to the personnel office: The institutional administrators must do this about two weeks before a candidate can start to work. Training staff had to remind the administrators that the end of the program was approaching.

3. Clearance by the Civil Service Commission in case of parole status or prior felony conviction: This is a very necessary control, but the time it takes to complete this step—an average of three months—seems unreasonably long.

The idea of a "deadline" or a target date on which men will start work is foreign to the present personnel procedure. The question is, when a training program is organized, ought the concept of "deadline" for hiring be accepted and the personnel procedures be geared to manage it? People who apply from school or from other jobs can sometimes afford to wait the length of time needed to confirm an appointment. But for our typical trainees, who are out of work and out of school, the situation is quite different.

One wonders if the problem isn't even more general and if there are many potentially excellent counselors who can't wait for the slow-moving personnel system or who simply can't pass this inappropriate examination.

Appendix B

job descriptions

Counselor GS-2

Position Controls

Incumbent receives specific instructions on individual assignments and close and careful supervision from the counselor in charge of a tour of duty.

Performance is also carefully evaluated to determine progress and the need for training in techniques, skills, understanding, and knowledge of dealing with atypical children in an institution.

Duties and Responsibilities

While the counselor aide receives ongoing training he performs the following typical assignments:

Accompanies groups of selected children on work details such as simple ground maintenance, picking up papers, raking leaves, and sweeping walks. Supervises and leads them in recreational activities, involves them in outdoor and indoor games.

With the children, or individually, performs tasks involved in feeding, counting silverware, serving food, ordering and counting clothing, linens, and supplies.

Instructs and demonstrates to youngsters the best methods for performing routine chores such as tidying up rooms, regular clean-ups, mending, washing and ironing their clothes, and other tasks performed in normal day-to-day living in the home, for the purpose of developing good work habits and group living.

Counsels them in the use of good manners, good health and hygiene habits, the correct handling of money, methods of playing games, and practice of table etiquette.

Participates in supervising them in such cottage life activities as bathing, dressing, preparing for bed, brushing teeth, and combing hair.

Assists counselors in the supervision of large groups on bus trips, excursions, recreation and social activities.

Performs other duties as assigned.

Counselor GS-3

Position Controls

Counselor aide works under the immediate technical and administrative supervision of a qualified employee of higher grade who gives instructions on the details of the work along with specific assignments to provide for the development of the employee to perform work of a higher level. As he gains experience, instructions are gradually reduced and supervision somewhat lessened. The supervisor makes frequent inspections of the adequacy of the employee's work performance and the progress made in successfully dealing with the children.

Although the duties performed by counselor aides encompass the full range of responsibilities found at the GS-4 level, an incumbent in this type of position receives close and continuous supervision in the performance of child counseling and in the planning, organizing, and supervision of recreational activities. His work is checked more frequently and thoroughly for adequacy of performance and compliance with instructions than at the GS-4 level.

Duties and Responsibilities

As a trainee counselor, the incumbent performs substantially all of the following functions:

Provides practical guidance and counseling to pupils on individual or group basis covering such matters as homesickness, discipline, personal health and hygiene, fair play, attitudes of democracy, courtesy, grooming, etiquette, self-control, and group living.

Plans, organizes, and supervises recreational activities to assure full participation by the pupils, covering such areas as music, dancing, reading, and indoor and outdoor games and sports.

Supervises student details in maintaining the dormitory in a clean, orderly, and safe condition. Instructs children in sewing, mending, washing, and ironing clothes, safety practices, first-aid, games, and handling of money.

Administers first-aid to children, observes any symptoms of serious illness which should be reported to supervisor, and provides home nursing care to ill students upon standing orders of doctors or nurses.

Performs miscellaneous duties necessary for the maintenance of the dormitory, such as: checking for and making needed minor repairs, mopping, dusting, washing windows, and inspection of equipment to insure that it has had proper use and care.

In addition, he serves as a fully trained counselor aide with continuing responsibility for the children in an assigned section of a dormitory or cottage. Instructs pupils in matters of personal hygiene; in the use of equipment such as washing machines, telephones, and showers; and in the care of clothing and personal possessions. Provides guidance in the day-to-day activities of the children to whom assigned, acting as adult counselor

Guides and takes an active part in pre-arranged group activities to insure participation among all children in the unit. Develops appropriate leisure-time activities in the unit. Encourages individual and group participation in vocational, educational, recreational, and welfare programs.

Training

Supervises the group's participation in retiring and arising, insures cleanliness and neatness in dress, orderliness in daily health habits. Stresses the importance of and assists in the training toward good table manners, pleasant attitudes and good behavior at all times.

Supervises and trains residents while performing general and specific housekeeping duties and/or in the day-to-day routine of maintaining areas in a tidy condition. As a substitute parent, offers training in day-to-day living to promote character building.

Assists in orientation training of new residents. Explains rules, regulations and policies to child and participates as a member of the adjustment committee when designated.

Attends regular and called meetings directed and conducted by the administrative staff, as well as counselors of higher grades, for the purpose of acquiring knowledge of the techniques, rules and regulations relating to counseling procedure and operational problems of units as well as those common to the institution.

Checks post log when reporting for duty to familiarize himself with any special order or any changes, both in count and attitude of the individual residents. Makes entries in logs, such as population count, movement of children in and out of cottages. Records deviant sex practices, emotional disturbances, behavior and physical conditions in narrative form for use by counselors or social workers or other staff members in the institution in solving individual problems.

Participates as a member of the treatment team during discussions at orientation, case planning and release committee meetings when assigned these duties. Learns to work closely with and follow recommendations of members of other disciplines.

Adheres to all existing rules and regulations in effect at the institution. Is required to conduct himself in such a manner while on and off duty as to give evidence of the special qualifications and character which fit him for the position and to present a clean and neat appearance at all times in order to merit the respect and confidence of the residents.

When on duty during visiting hours, ensures that children under his supervision are orderly, neat, and presentable, and visiting areas are clean and neat.

Assists in admitting residents to the institution and releasing them according to prescribed procedure.

Performs other duties as assigned.

Appendix C

curriculum development

1. Rationale

By creating new low-grade positions (GS-2 and GS-3) in its organization table, the Department of Public Welfare provided entry jobs for 30 disadvantaged young men. Training for these jobs, which were in institutions for dependent, delinquent and retarded youngsters, was handled by the Institute for Youth Studies.

The first group of fifteen, all of whom were high school graduates, ranged in age from 17 to 21. These trainees, who were called "aides," completed a three-month training program with on-the-job training at Junior Village and Maple Glen, and, as a result, qualified for GS-2 positions.

The other group of fifteen men, who ranged in age from 22 to 40, were called "interns." At the conclusion of six months' training, they qualified for GS-3 and, in some cases, GS-4 positions, according to their prior education and experience.

After reviewing job descriptions for the GS-2, GS-3 and GS-4 positions at the institutions, we developed a curriculum based on counselor job skills and a program of educational enrichment. Particularly, it was aimed at broadening the potential counselor's understanding of the poverty background from which most of the institution's students come.

To begin with, a major block of instruction time in both programs was devoted to explaining the physical, emotional and educational development of children and adolescents. For example, we considered the meaning of play in the life of the young child and how to observe and guide different age groups in recreational activity.

In order to increase the sensitivity and appropriateness of trainee response, we stressed the needs of youth at various levels of development. In addition to including concepts of behavior management, we emphasized the particular problems of the child who has been separated from his family and placed in an institution.

We explained useful and dysfunctional behavior in order to counter the trainees' tendency to judge the students in the institutions.

Also, we pointed out the factors involved in family breakdown—social, economic and psychological—and explained the disadvantaged child as a product of society's failure to establish and maintain socially useful roles for all its citizens. We included an analysis of the police, judicial, and legal processes involved in dealing with delinquent activity and truancy.

Since it is important that the trainee learn to see himself as a model and guide for youth, he was sensitized to his own behavior, to his style of dress, and even to his choice of language. In addition, because the trainee worked under supervision and, at the same time, as a supervisor of others, he was taught to understand his own reactions to authority.

The second major area of training concerned preparing the trainee to work in an institutional setting. Rules, regulations, routines, reports, and other facets of institution work were covered. We wanted the trainee to see himself as part of the functioning institution, and at the same time, because he was being taught by an external training facility, to realize his additional responsibility beyond the institution.

2. Outlines and Schedules

A. CURRICULUM: INTERNS

First Twelve Weeks (60 Hours Classroom Instruction)

(1) The general institution program for delinquent, dependent and retarded children in the District of Columbia (one hour).

(2) Children in trouble—dependency and delinquency: What the institutions hope to accomplish with and for the children while they are under care (one hour).

(3) Personnel information: jobs available in the institutions; ratings and requirements; rules and regulations (one hour).

(4) First visit to Children's Center, Maple Glen (three hours).
    Welcome; introduction to institution.
    Tour of the grounds.
    Rules and regulations.
    Routines and reports for personnel.

(5) The processes of detainment: questioning, "arrest," study, court hearing, findings, commitment, child welfare role, and legal questions surrounding the delinquent child (ten hours).
    Visits to Juvenile Aid Bureau.
    Visit to Receiving Home for Children.
    Visit to Juvenile Court.

Speaker from Institutions Section, Child Welfare Division.
Legal questions.

(6) The process surrounding the child's introduction to the institution (two hours).

(7) The staff of the institution (three hours).
  Who is needed to make an institution operate?
  How do they coordinate?
  Routines of institutional life.
  Reports and record-keeping.

(8) The Review Board and termination of confinement (two hours each).

(9) Human development, 8- to 16-year-olds (twelve hours).
  Physical.
  Emotional.
  Educational needs.
  The meaning of play in the youth's life.

(10) The culture and problems of poverty; children in trouble (six hours).

(11) Helping youth with school work; remedial methods (four hours).

(12) Small group management; general concepts (four hours).

(13) Rationale for preprofessional programs (one hour).

(14) Alternate strategies of behavior management within framework of customary institutional disciplinary methods (eight hours).
  Aggression.
  Passivity.
  Masturbation.
  Homosexuality.
  Bedwetting.

(15) Remedial games for supplementing academic skills (two hours).

Second Twelve Weeks

Two core group sessions were held each week, during which the group focused on the trainees' reaction to their new jobs and the rules and regulations involved.

The classroom curriculum consisted of two courses given on alternate Mondays at IYS between 1:00 and 3:00 PM. Readings and reports were assigned, accounted for, corrected and discussed.

Course A included a continuation of the seminar on growth and development, and, in addition, a consideration of the principles of group management. Readings relating to delinquent ego development, its symptomatology and management were assigned from *The Aggressive Child* by Redl and Wineman.

Course B consisted of a Negro history study group. Appropriate readings were assigned.

Institution personnel were welcome to attend these courses if they were assigned to do so.

This approach to class work was chosen because several trainees had attended college and indicated a strong desire to deal with academic material. However, some members of the group had a low estimate of their ability to cope with formal academic learning such as reading assignments and writing reports. Almost all needed help with verbal expression and written English. Hopefully, this curriculum approach challenged their obvious ability and, at the same time, encouraged remedial work.

Course A was intended to increase the trainees' knowledge of the problems of delinquent youth as well as to improve their skills in group management.

Course B was offered to increase the trainees' knowledge of their own history so that their personal identities would be strengthened.

B. CURRICULUM: AIDES

First Twelve Weeks (43 Hours Classroom Instruction)

(1) The general institutional program for delinquent, dependent and retarded children in the District of Columbia (one hour).

(2) Children in trouble—dependency and delinquency: What the institutions hope to accomplish when the children are under care (one hour).

(3) Personnel information (one hour).
  Jobs available in the institutions.
  Ratings and requirements.
  Rules and regulations.

(4) Rationale for the training programs (one hour).

(5) First visit to Junior Village (three hours).
  Introduction.
  Welcome.
  Rules and regulations.
  Tour.

(6) Child development and play: 4- to 14-year-olds (24 hours).
  Physical.
  Emotional.
  Educational.
  Strategies for behavior management and recreation.

(7) The factors involved in family breakdown: social, psychological, and perspectives on poverty (four hours).

(8) Aspects of institutional life for the dependent child (six hours).
    Routines and work.
    Reports and recording.
    Education.
    Recreation.
    Social service assistance.

(9) Helping the child with his homework: how to motivate youths in their educational program (two hours).

3. Samples of Lesson Plans

A. INTERNS

Human Growth and Development

Session #1

(1) General introduction:
  (a) The increasing concern for children in modern times.
  (b) How children function and change.
  (c) The child as an actor–exploring, learning and testing.

(2) The child in the institution:
  (a) What institutions are–the point of view of the public, administration, staff, "inmates."
  (b) The child's view of the institution–learning to get along and negotiating "the system."
  (c) Specific imprint of institutional experiences on normal growth and psychological development–what is learned from the institution–how to be competent with whatever is available.

(3) The child and the adult, concepts of:
  (a) Authority.
  (b) Dependence and independence.
  (c) Predictability.

Session #2

(1) Discussion of interns' experiences at the Receiving Home. Focus on their observation of counselor "interrogating" two children and getting others to "confess" their previous crimes to an audience of interns. This led to a consideration of:
  (a) The "initiation" rituals in institutions and their relation to questions of authority and control.
  (b) Feelings of children and defenses against them (essentially a review of Redl and Wineman's delinquent ego mechanisms).
  (c) Feelings of counselors and responses of people to repeated failure to establish relationships.

(2) Discussion of the counselor's role, focusing on:
  (a) Response to repeated frustration.
  (b) The possibility that counselors weren't always "like that" and they still may have good ideas.
  (c) Strategies for involvement of staff.
  (d) Possibility of the intern's own frustration and disappointment and how to deal with this.

(3) The child in the institution:
  (a) Techniques for "getting the adults' goat."
  (b) The "self-fulfilling prophecy" and the abhorrence of change.
  (c) The risks involved in taking chances on getting close to people: fear of failure and disappointment.
  (d) Various expectations of adults as reflected in the way they handle children and the child's response to this.

Negro History

Session #5

For this assignment, each trainee was responsible for presenting a report on an important segment of the history of the American Negro. The assignment included:

(1) Finding the reference material.
(2) Preparing a written report to be delivered to the group.
(3) Conducting a half-hour discussion of report, relating topic to the over-all picture of the Negro in America.

Assignments:

Intern A's subject: Early Slavery
  Suggested reference: Jay Saunders Redding, *They Came in Chains.*

Intern B's subject: Slave Revolts
  Suggested reference: Herbert Aptheker, *American Negro Slave Revolts.*

Intern C's subject: Negroes' Participation in Civil War
  Suggested reference: James McPherson, *The Negro's Civil War.*

Intern D's subject: The Reconstruction Period
  Suggested reference: W.E.B. DuBois, *Black Reconstruction.*

Intern F's subject: Negro Migration
  Suggested reference: Carter G. Woodson, *A Century of Negro Migration.*

Intern G's subject: The Southern Caste System
  Suggested reference: Bertran Doyle, *The Etiquette of Race Relations in the South.*

Intern H's subject: The Northern Picture
  Suggested reference: Leon Litwack, *North of Slavery.*

Intern I's subject: The Civil Rights Movement
  Suggested reference: Martin Luther King, *Stride Toward Freedom.*
Intern J's subject: The Civil Rights Movement
  Suggested reference: Howard Zinn, *SNCC: The New Abolitionists.*
Intern K's subject: New Identity
  Suggested reference: Essien and Udom, *Black Nationalism.*
Intern L's subject: White Reaction
  Suggested reference: John Martin, *Deep South Says Never.*

Small Group Management

Session #7

(1) What is a group?
(2) The major characteristics of group life and behavior:
  (a) Communication.
  (b) Consent.
  (c) Common task.
(3) Differential perceptions of what goes on in the group:
  (a) How the counselor sees it.
  (b) How the members of the group perceive the process.
  (c) How the group-as-a-whole perceives it.

[*Comment*: The instructor's use of the word "leader" in place of "counselor" led to confusion because several individuals in the class understood "leader" to mean "natural leader" of the group. This led to a change in the instructor's terminology.]

(4) Examples from interns' own experiences as members of street-corner gangs or leaders of church and recreation groups.
(5) Introduction of the concept of "questioning the group" when there is a problem in order that the group may begin to assume responsibility for the behavior of its members.
(6) How small groups might be organized formally and informally in the institution cottages.

Remedial English
(including samples of practice tests)

Session #8

NOTE on the comprehension test:

In your comprehension test, be very careful to read the *instructions* before answering each question. Here is a vocabulary list of many of the words used in the instructions. Be quite certain you know them *all.*

previous	
precede, -ing	- gone before
conclude	- to form a final judgment, to decide
imply, implied	- to hint
infer, inferred	- to conclude from the facts
derive, -ed	- to come from, gather by inference, deduce
indicate	- to state, to point out
assume, assumption	- to suppose, to take to or upon one's self
basis	- groundwork, foundation
accurate	- exact, correct

Comprehension

(1) In a lightning-like military advance, similar to that used by the Germans, the use of persistent chemicals is unnecessary and might be of considerable detriment to a force advancing over a broad front.

According to the above paragraph:
  (a) Chemicals should not be used by a defending army.
  (b) The Germans advanced in a narrow area.
  (c) An advancing army may harm itself through the use of chemicals.
  (d) Chemicals are unnecessary if warfare is well organized.
  (e) Chemical warfare is only effective if used by an advancing army.

(2) For the United States, Canada has become the most important country in the world, yet there are few countries about which Americans know less. Canada is the third largest country in the world; only Russia and China are larger. The area of Canada is more than a quarter of the whole British Empire.

According to the above paragraph:
  (a) The British Empire is smaller than Russia or China.
  (b) The territory of China is greater than that of Canada.
  (c) Americans know more about Canada than about China or Russia.
  (d) The United States is the most important nation in the world as far as Canada is concerned.
  (e) The Canadian population is more than one quarter of the population of the British Empire.

(3) In a recent questionnaire circulated among the students of a certain college, there was general agreement among the students questioned that the greatest single influence of the movies has been to give them a better understanding of the people and customs of other parts of the world. The degree of

approval given this statement was a third greater than that accorded to the second most important influence, that of a desire for greater freedom in social relations.

Judging from the data derived from the above-mentioned questionnaire, the chief single influence of the movies

(a) is an emphasis on crime and crime prevention.
(b) reveals astounding information that the large majority of college students attend the movies regularly.
(c) is a tendency to create a desire for greater freedom of social relations among college students.
(d) is the dissemination of the broad cultural aspects of lands other than our own.
(e) is the graphic presentation of foreign folklore.

(4) Whether or not the nerve impulses in various nerve fibers differ in kind is a question of great interest in physiology. The usually accepted view is that they are identical in character in all fibers and vary only in intensity.

Judging from the information contained in the foregoing paragraph, it could be most correctly assumed that

(a) nerve fibers are the product of neural impulses.
(b) nerve fibers are usually accepted as differing in kind.
(c) the nature of neural impulses is still a moot question.
(d) the student of physiology accepts the view that nerve impulses sometimes differ in intensity.
(e) the character of nerve fibers is accepted as being constant.

Grammar and English Usage

Choose the incorrect sentence:

(1) (a) When either or both habits become fixed, the student improves.
(b) Neither his words nor his action was justifiable.
(c) A calm almost always comes before a storm.
(d) The gallery with all its pictures were destroyed.

(2) (a) Who shall I say called?
(b) The water has frozen the pipes.
(c) Everyone has left except them.
(d) Everyone of the salesmen must supply their own car.

(3) (a) She avoided my look of surprise, staring at the ceiling steadily.
(b) When I told her I was sorry, I partly meant it.
(c) My father enjoys fresh air, sunshine and to take long walks.
(d) The greatest pleasure I get is to see my favorite team win a ball game.

(4) (a) Writers no longer take for granted the mores of the society in which they live.
(b) He is in this country now for five years, but he makes no attempt to speak our language.
(c) The reason the child rebelled was that the order made no sense to him.
(d) His written work has been done in so careless a manner that I refuse to read it.

(5) (a) The lines on the map are finely drawn.
(b) He spoke very slowly.
(c) The lady looked good in her new suit.
(d) The cream tasted sour.

Comprehension

(1) Salt has always been important in our diet as a flavoring for food, but it is only recently that doctors have come to recognize it as an absolute necessity. Most living things contain salt and it is almost impossible to eat a normal diet without getting some. However that 'some' may not be enough, and now doctors recommend that those who normally use little salt step up their salt consumption in hot weather, when more than the usual salt intake is required by the body.

According to the preceding paragraph one could assume most correctly that:

(a) salt is necessary if life is to be maintained.
(b) people living on a normal diet have an intake of salt which is sufficient to maintain good health.
(c) salt is more essential to the body in summer than in winter.
(d) all organic life contains salt in one form or another.
(e) up to very recently, the most important function of salt has been its use in the flavoring of food.

(2) The dangers of the ancient triple menace of the operating room–shock, hemorrhage and infection–have been virtually eliminated. Transfusion of blood is employed to combat shock and hemorrhage. It is also used to build up a patient so weakened by disease that operation otherwise would be impossible.

The principal idea expressed in the preceding paragraph is:

(a) asepsis has removed the danger from infection.
(b) operations are no longer as dangerous as formerly.
(c) a blood transfusion usually precedes a serious operation.
(d) operating technique has greatly improved due to the rise in standards of medical schools.
(e) hemorrhages are very rare.

(3) It has been at times suggested that it is incongruous for the government to employ one lawyer to prosecute and another to defend the same prisoner. This is a superficial point of view, for it overlooks the principle that the government should be as anxious to shield the innocent as it is to punish the guilty.

According to this quotation:

(a) it is not properly within the scope of the government to provide criminals with both prosecuting and defending lawyers.
(b) a person held for a crime, if he be poor, need never fear that he will not be adequately defended, because the government makes the provision for competent lawyers to aid him in his defense.
(c) although sometimes criticized, it is governmental policy to provide legal defense for indigent persons accused of crime.
(d) a great government should feel obligated to shield the innocent as well as punish the guilty.
(e) it is an incongruous point of view that the government should concurrently shield the innocent and punish the guilty.

(4) The railroads, building trades, mineral industries, and automotive works normally take two-thirds of our annual production of steel. The remaining third has been around 16 million tons. For this last third of our output the farmers have been the best customers, with farm machinery, tools and wire constituting their chief demands.

Judging from the above facts, it would be most reasonable to assume that:

(a) there is an increasing demand for the newer and more efficient farm machinery and tools.
(b) the growth of the steel industry has made possible the growth of all of our basic industries that depend upon steel.
(c) the farmers are our best customers.
(d) our normal annual steel output is about 48 million tons.
(e) only one third of our steel output is exported, with the remaining two thirds consumed by our own industries.

B. AIDES

Understanding Family Breakdown

Time: Two two-hour sessions during the first six weeks.

Rationale: The aides took their on-the-job training at Junior Village, where they were working with "dependent children"–children from families which could no longer take care of them. The purpose of these sessions was to explore the historical, economic and sociological causes of family breakdown.

Session #1

(1) Defining a "broken family."

Who is affected? How are they affected?

Concept: "The importance of feeling 'whole'." This was discussed so that the trainees could understand the problems faced by the institution youngsters who are separated from their natural families.

(2) What are some of the causes of family breakdown?

Historical: Family conditions under slavery and afterward.

Economic: Low wages for men, the necessity for women to work. The Negro man, subjected to the degradation imposed by his economic status; the refusal of the white man to see the Negro as a "man;" the attitude of the Negro woman who considers him potentially useless as breadwinner and emotional support.

Sociopsychological:
- Degradation and its effect on the "ego."
- Poor but overpriced housing.
- Segregation–the lack of experience with those (whites) with whom one may some day have to compete.
- Inferior education–the myth of "separate but equal."
- The inability of "helping systems" to really come to grips with these problems.
- The "man in the house" rule of the District of Columbia Welfare Department and its effect on the family.

(3) What are some of the ways that people cope with family breakdown?

The concept of the extended family.

Institutional provisions such as foster homes, adoption and institutions.

(4) Is family breakdown unusual or a basic sign of weakness?

Exploration of some myths in society.

Sources: W. Miller, "Implications of Urban Lower-Class Culture for Social Work," *Social Service Review,* September 1959.

Daniel P. Moynihan, *The Negro Family: The Case for National Action,* U.S. Department of Labor, 1966.

(5) Questions considered by the aides:

How can society work to prevent family breakdown?

What are the social alternatives once breakdown has occurred?

Can cycles be reversed? How?

Session #2

The instructor presented a summary of an article on the Negro family.

The section of the article concerning family conflict was read and discussed. The initial effect on the group was profound. However, it was difficult to initiate discussion until the instructor asked for opinions about the reality of the description. Then, group members began commenting with expressions of deep feeling.

In addition, we explored the use of epithets such as "black bastard," the meaning of these in "doing the oppressor's work for him," and how to handle the situation when the youngsters in the institution use them.

Growth and Development

Time: Two two-hour sessions per week for six weeks; one two-hour session per week for the second six weeks.

INSTRUCTOR'S SUMMARY OF CHILD DEVELOPMENT SESSIONS

When I began working with the aides, I had a rather orderly outline of the areas I wanted to cover with them, and a plan of how to do it. I expected, after an introductory session, to launch right into the observation of young children, and to divide our sessions so that about one hour was spent in lecturing and the second hour in discussion. I decided this because the group was relatively academic, interested, and seemed able to learn by the lecture method. This had the advantage of allowing a lot of material to be covered in a relatively short time. I did introduce observation early, and I did cover the whole curriculum, but I found the group so eager to engage in discussions of all kinds that I soon abandoned the lecture approach almost completely. By the end of the time we were meeting together, we really had a kind of seminar going, wherein they would bring up problems with children on the job and we would then discuss them and try to arrive at some method of handling them. We got into all kinds of topics not directly related to the curriculum, such as Negro history, Negro anti-semitism, and relations between the races, and I did not stop them because I felt they were learning things and being involved in a way that would be most useful to them in the future.

Our introductory session concerned itself with our goals in the program, the population at Junior Village and their problems, particularly those of separation and institutionalization, and the involvement of the aides with the children with whom they worked. There was a question from one of the aides about a boy who had run away, and this led us into the ramifications of separation and what it means to a young child–for example, the possibility that the child was symbolically looking for his lost parents.

At the next session we went into the observation of young children and how to go about it, and I gave them an assignment to be turned in two weeks later. The outline for this discussion follows:

HOW TO OBSERVE YOUNG CHILDREN

(1) What to look for.
(2) How to keep records.
(3) Clues to a child's feelings–verbal, nonverbal.
(4) Assignment:
    (a) Choose a child who interests you, observe him for ten minutes, and make a record of what he does, says, his posture, his interactions with other children, other counselors and yourself.
    (b) Choose the child you most dislike in the group, record his behavior for ten minutes, write it down, and try to develop some understanding of why you dislike him.
    (In the group discussion of this assignment I made the point about disliking what is threatening, especially those things one dislikes in oneself.)

In the interval between the first assignment and the date it was to be turned in, I lectured on theoretical background. Because the aides were, for the most part, working with older children and required information about the 6- to 12-year-old age group, I didn't have much time to cover growth and development from birth to about the sixth year. Therefore, I skimmed lightly over the early years, though I spent some time on the whole concept of growth and how it takes place in an individual. Following is my outline:

GROWTH AND DEVELOPMENT

(1) Growth as separation and individuation.
    (a) The need for trust and acceptance as a basis for maturation.
    (b) Definition of the mentally healthy mature individual.
(2) Growth as a series of tasks to be accomplished.

    - (a) The need for adequacy, competence, mastery.
    - (b) How to help a child achieve these at his own rate.
- (3) Preciousness of individuality.
    - (a) The need to be called by right name.
    - (b) The need to be seen as an individual.
    - (c) The need to have something of one's own.
- (4) Interrelatedness of physical, intellectual, emotional and social growth.
- (5) The influence of what happens at each stage of development on the next stage.
- (6) Learning–how it comes about, motivation, I.Q. and what it means, blocks to learning.
- (7) Meaning of play in the life of the child.
    - (a) Learning about environment.
    - (b) Self-expression.
    - (c) Means of communication.
- (8) Setting limits.
    - (a) Why society needs limits, the child's need for limits, the goals of eventual self-discipline.
    - (b) Tantrums and what they mean; why not to isolate the child having a tantrum; a demonstration of therapeutic holding, specific illustrations from my own nursery school experience of how to help a child learn to control himself.
    - (c) Cautions about getting out on a limb, also about getting caught in the "fairness" argument.

At the same time that I was giving these lectures, I was using some of the time for teaching practical techniques about working with the children. Specifically, we talked about the use of books to increase verbal skills and the use of games with young children. My outline follows:

USE OF BOOKS AND GAMES

- (1) Reading with young children.
    - (a) Importance of enjoying stories as background of desire to read, learning vocabulary–word games, rhyming.
    - (b) How to choose books for various ages.
    - (c) Role play demonstration of reading to a group.
    - (d) How to introduce reading to various ages and sizes of groups.
    - (e) How to help with homework.
    - (f) Cutting out pictures and making own story books as a way to lead a child into reading and enjoying words.
- (2) Discussion of games.
    - (a) Competition and how children handle it.
    - (b) Large and small muscle coordination, use of large balls with younger kids, gradually using smaller ones.
    - (c) Use of the sense of touch, taste, seeing, hearing, smelling.
    - (d) Specific games:
        - Blindfold game of feeling and identifying things.
        - "I roll the ball."
        - "Horns up."

It would be impossible to list all the topics covered in general discussions, but this is a partial list:

- (1) The need to be completely honest and trustworthy with young children.
- (2) The concept of the unconscious motivation of behavior.
- (3) Sex role identification, influence of parents, homosexuality.
- (4) Loneliness and fantasy.
- (5) Skin color; being a member of a minority group.
- (6) Anger–channeling versus repressing or acting out.
- (7) The new child in the group–how to handle him, how to use counselor's attitude to further group acceptance of child.
- (8) Meaning of food and nurture; stealing in relation to rejection.
- (9) The concept of ambivalence, particularly in relation to growing up–the Peter Pan in all of us.
- (10) Prejudices in people.

Remedial English

Time: The sessions were held twice a week, Tuesdays and Thursdays, from 6 to 9 p.m. They first began on March 15th.
Welfare aides who wished to be coached for the GS-4 examinations began meeting each Monday, from 3 to 5 p.m., starting on May 1st.

Following is a list of books that were used. This list does not include reference books.

Arco Course, Clerk GS-1 through GS-4.
Arco Publishing Co., *High School Equivalency Diploma Tests.*
Arco Publishing Co., *How to Pass Employment Tests.*
Chesapeake & Potomac Telephone Co., *The Telephone–An English Workbook.*
Washington Square Press, *30 Days to a More Powerful Vocabulary.*
Reader's Digest, *Advanced Reading Skill Builder,* Books 1, 2, 3, 4.

The Arco Books are of great practical use. The telephone company books were used briefly at first because they were provided. The Reader's Digest books are cheap, interesting, and have good questions on comprehension and vocabulary.

Albert Camus, *The Stranger.*
James Baldwin, *Notes of a Native Son.*
Truman Capote, *In Cold Blood.*
Ernest Hemingway, *The Old Man and the Sea.*
Editorials and articles from *The Washington Post, Life, Newsweek, London Observer.*

There has been no curriculum as such. This is a remedial English course, and the remedies prescribed were based on the weaknesses common to the majority of the groups–comprehension, vocabulary, and to a lesser extent, spelling.

The students' troubles with basic English seem no more than the use of dialect. They can all play the role of a middle-class American, and a tape recorder was used to make translations from dialect to standard English.

Here is a general analysis of the lessons:

6:00-6:30 p.m.–Individual tutoring.
6:30-7:00 p.m.–Discussion of an assigned article, followed by spelling and a vocabulary test based on it.
7:00-7:20 p.m.–Read an article or book.
7:20-7:45 p.m.–Tape recordings of incidents or reports concerning school or related problems.

The following 1¼ hours was a repeat of the preceding session with the other group which had been studying mathematics.

The welfare aides were helped with skills involved in taking the civil service test. The time was divided as follows:

3:00-3:15 p.m.–Test based on idea of following directions.
3:15-3:30 p.m.–Discussion of a *Washington Post* editorial from the previous Sunday.
3:30-4:00 p.m.–Spelling and vocabulary test, based on previous week's words.
4:00-4:30 p.m.–Correction of previous work. Grammar, rules of grammar.
4:30-5:00 p.m.–Comprehension of paragraphs.

Here is a sample of one of the sessions:

Session #3

(1) Spelling: Many of these words are related to school reports they may make. The test was followed by discussion of the spelling rules which apply.

success
elementary
principal
equivalency
examination
pleasure
sincere
receive
information
opportunity

library
accident
discipline
organize
sufficient
recess
incident
their
explanation
application

(Only one person got 100% correct, and one person none. The majority scored 70% correct.)

(2) Discussion of an article in the newspaper concerning automobile safety standards. (It was of average interest.)

(3) Gave a few simple rules on punctuation, with examples written on the blackboard. (They improved.)

(4) Tape-recorded an incident which concerned their work. (The group found this very interesting.)

Appendix D

samples of supervisory evaluations

Trainee: Mr. D.

Mr. D. has assisted Mr. H. in A Cottage the past few weeks. He has been assigned to various tasks by Mr. H. and Mr. J. In each case he has shown a willingness to learn and profit by any mistakes he may make.

He has exhibited a close relationship to many of the boys and has been willing to aid them as much as he could in solving their problems. Mr. D., like the other interns, has had some problem by not reporting to work on time or as scheduled. However, we feel he was a victim of circumstances beyond his control and we feel that his attendance will improve in the future.

We recommend that he take a more active part in the total institutional program.

Trainee: Mr. E.

During the time that Mr. E. has been at B Cottage he has indicated initiative and creativity in his work with the residents. Mr. E. is working with the students on their personal health and hygiene and he is presently in the process of establishing a clothing program that will enable the students to take better care of their clothing, viz., proper ironing of clothing, maintenance of dress apparel and regular wash day.

Mr. E.'s supervision and control is always good, with little assistance being required. He is able to move his group in an orderly manner and the students are well behaved in the dining hall. His willingness to become an active participant in the students' activities has made it easy for the students to accept and respect him.

When Mr. E. has had to punish one of the students, he always makes sure that the boy understands why he has been made to sit on the curb or perform an extra detail.

Mr. E.'s present performance is of such a nature that I have formed the opinion that if he continues to progress along affirmative patterns he will evolve into an efficient and conscientious worker; especially with the younger students, because he has the patience to work with them. I would consider it a pleasure to have Mr. E. work in B cottage.

Trainee: Mr. F.

During the relatively short time that Mr. F. has worked in C Cottage, he has carried his share of the load, and he is willing to accept any assignment given to him.

Mr. F.'s main interest seems to be in the area of recreational activities and he has been instrumental in organizing the various intramural teams and refereeing some of the games. He always sees that the students have their showers and the cottage is in good shape. The students always respond to him in a positive manner.

Trainee: Mr. G.

Mr. G.'s progress as a counselor intern has been very satisfactory. He has maintained interest in his assignment, and has accepted the advice and correction of the counselors. He is a very willing worker who puts forth a lot of positive effort; the excellent condition of the clothing rooms is a result of Mr. G.'s work. There is no task too large or small and he accepts every assignment without question. Mr. G. has demonstrated that he is able to control the students in his group and he is able to make some decisions on his own—using good judgment.

New Careers in Health

training of community mental health aides

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Chapter I

general conceptions

introduction

The over-all purpose of this project was to test a new approach to the prevention and treatment of mental health problems of youth from disadvantaged backgrounds–that is, youth of low socioeconomic status affected by cultural deprivation–through utilization of local youth from similar backgrounds, to be trained as community mental health aides.[1]

As a result of the training program, the Institute proposed to:

1. Determine the efficacy of using trained local youth in problem-solving activity; and
2. Demonstrate how trained local nonprofessional youth can provide a significant positive mental health influence on a severely deprived peer group.

background and rationale

Five major problem areas provided the general background for the specific problems the project dealt with and to which training was geared:

1. Resolution of the normal problems of adolescence–the development of a personal identity, commitment to meaningful life goals, and absorption into the adult world–is difficult for the teenage youth in the general population, but is particularly difficult for the disadvantaged youth. Effects of automation and manpower reconversion impinge directly on the adolescent group and significantly increase the normal stress of adolescent processes among youth from disadvantaged backgrounds.

2. Studies of incidence and prevalence of mental illness, and of the utilization of mental health facilities, as well as the popular and cultural view of psychiatry and subcultural values, have underlined the problems involved in providing meaningful mental health services to lower class and underprivileged segments of the population. They have also underlined the relative ineffectiveness and the frequent inappropriateness of "classical" modes of referral, evaluation and treatment when dealing with the economically, educationally, and socially deprived. The evidence is, therefore, that the kind of problems manifested by youth from disadvantaged backgrounds are rarely amenable to treatment by traditional psychological, psychiatric or casework methods.

3. Most workers in the mental health fields, large numbers of whom come from middle class backgrounds, do not understand their lower class clients, are fre-

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[1] Community mental health aide is defined here as a nonprofessional trained helper who functions in any of a number of roles in community mental health activities under the supervision of professional staff. These activities at Baker's Dozen Center include a broad-range program of rehabilitative, remedial, therapeutic, and recreational supports for disadvantaged youth.

quently exasperated by their own inability to communicate with these clients, and are often reluctant to accept them into treatment. Usually, mental health workers are not knowledgeable about the values, attitudes, cognitive styles, and goals of disadvantaged youth. The chances are high that the adolescent is particularly unwelcome when he exhibits acting-out behavior rather than neurotic symptomatology. His acting out may be overdrawn and should not be considered as an attack on the need for skill and role definition.

4. The failure of the disadvantaged to seek help is particularly acute among adolescents of low socioeconomic status, and the stigma attached to being a "patient" of a psychotherapeutic agency has negative effects on the treatment process among this population.

5. The problems of therapy with adolescents of low socioeconomic status are aggravated by the lack of systematic study of therapeutic processes and rigorous evaluation of their impact, effectiveness and economics.

These problems suggest the need for special attention to the resolution of youth problems through the training and development of a new kind of leadership. Training for the leadership role must take into account the life styles, standards, and values of the deprived. It must be custom-made to fit the needs of both the leaders and youth to be led.

Based on these needs, the Institute's program for community mental health aides had a dual purpose: (1) to train aides to work with their peers through *utilization of group and individual counseling techniques,* and (2) to provide the aide with the necessary skills and coping mechanisms needed to bring about change in the lives of the impoverished and deprived youth with whom he works. The following sections describe, first, how the trainee is selected; second, the role for which he is trained; and third, the design of the training program.

selection criteria

In organizing the program, a jurisdictional area for the project was first determined within which eight neighborhoods or "cells" were selected in order to decentralize leaders and groups. Major community resources, including the U.S. Employment Service, District of Columbia Public Schools, Juvenile Court, and the United Planning Organization, were notified of the proposed program and were asked for referrals. Lists of all school dropouts were provided by area schools and by the employment service.

Names of possible trainees were selected from the cell areas and invitations were extended to them by telephone, postal card and letter and through personal contacts by youth already in the program.

Youth selected for training had to be:

1. 17-21 years of age.
2. Out of school (none beyond high school; dropout).
3. Out of work.
4. Free of pending arrest, charges or sentence.
5. Able to read at fifth grade level.
6. Free of communicable disease.

Youth who met these criteria were then required to complete the following forms and examinations in order to be eligible for consideration:

1. Application form (from which demographic data were obtained).
2. Oral reading test (to assess reading level).
3. Clinical interview (to evaluate personality assets).
4. Physical examination (to rule out communicable diseases or other health hazards).

role of the aide

The training program was designed to teach the aide to carry out a specific role as a youth leader working with his peers and, at the same time, assist him in realizing certain aims of his new leadership role.

In this program, the mental health aides are trained to work in these areas with responsibility to the professional staff:

1. Plan and lead activities among small groups of youth.
2. Observe and record individual and group behavior.
3. Conduct interviews with group members and some family members.
4. Provide professional staff with information for feedback and "quality control" purposes.
5. Escort groups on trips and take initiative and responsibility for the activity.
6. Participate in individual and group supervision with professional staff.
7. Attend staff development seminars.
8. Write progress reports on groups and keep daily notes on individuals in group programs.
9. Counsel youth about problems they present for discussion.

10. Maintain equipment and supplies for program activity.

In performing these varied roles, the mental health aide also fulfills the broader aims of his leadership role as he helps youth to increase their self-esteem and self-confidence; behave less impulsively; develop a more meaningful relationship with peers and adults; show concern for others; take responsibility for themselves; plan and solve problems and make decisions in a socially realistic and democratic way; reduce chronic anxiety and uncertainty and cope successfully with a variety of social and personal problems, and tolerate and deal successfully with frustration and social difficulty.

program design

The three-month program was designed to create a common desire to raise group standards as a means for attaining training goals. The group leadership method was used in this program as a vehicle for establishing beneficial controls over individual youth, and strong emphasis was placed on the relationship of the leader to the group members. The changes sought in the lives of the aides following training included: symptom reduction, fewer police contacts, better social functioning, attitude change, acceptance of the larger society's values and behavior norms, and development of more acceptable ways of handling situations.

Curriculum was presented in three kinds of activity groups which will be described in detail in Chapters II and III. These groups, led by trained local nonprofessionals, included:

1. The *core group*—10 trainees led consistently by the same leader. Curriculum was designed to satisfy these functions:
    a. To serve as a unit within which each youth could be helped to develop identity as a community mental health aide;
    b. To enable group members to provide mutual support for each other;
    c. To serve as a social vehicle in which a variety of behaviors could be observed and analyzed;
    d. To serve as a forum for the discussion of personal-social problems under supervised leadership, and
    e. To give the group members the opportunity to begin to develop group standards, values, and reference for themselves.
2. *Specialty workshops* and *seminars* led by guest leaders, and
3. Supervised *on-the-job training,* led by agency staff at Baker's Dozen Center.

The model used for training community mental health aides emphasized the acquisition of new and acceptable skills and role flexibility. Early integration of instructional materials with on-the-job training experience was stressed. These phases of curriculum were coordinated so that the aide would have a continuing experience from classroom to field activity.

A selected leader was in charge of the course of study and had direct responsibility for moving the group toward its defined goal. Factual and theoretical materials were integrated and presented on a level considered meaningful for the aides. Both group and individual supervision were offered. Classroom curriculum was presented in the form of information to be discussed by the group. Lectures, group discussions, films, demonstrations and special assignments constituted the major instructional approaches. The purpose of all these approaches and methods was to provide the trainee with necessary and basic information to equip him for the role of community mental health aide. Free and informal participation was encouraged so that each trainee would have the opportunity to express himself.

Chapter II

classroom curriculum

This chapter is intended to provide descriptions of the units of study in the classroom curriculum phase of training.

Orientation

Orientation was provided to introduce the trainee to the community mental health aide program. This unit of study included consideration of:

1. Administrative structure of the Institute for Youth Studies and the Baker's Dozen Community Mental Health Center.
2. Program goals of the Institute and of Baker's Dozen Center.
3. Philosophy and rationale of the training program.
4. The need for a community center like Baker's Dozen.

The World of Work

The "World of Work" curriculum was presented for discussion as a social group experience encompassing the realities of employment, work roles, pay, and responsibility of being an employee. The "World of Work" was discussed as a place where relationships and friendships could be fostered in addition to satisfying the basic economic need for which one usually works.

Group members took part in discussions of:

1. A general overview of the employment situation.
2. The job description.
3. The specifics of the job role.
4. The salary check.
5. Job supervision.
6. The value of the work.

The Community

To give the trainee an appreciation of the wider community in which he lives and works, this unit was presented by studying and visiting those community agencies and resources that would be an integral part of the on-going work of the Baker's Dozen Community Mental Health Center over the next three years. In order for the community mental health aide to be able to render an effective service to his peers and others in the community, he will need to be at least aware of their existence, location and the overall service offered by each.

Trainees visited many selected agencies, including:

1. Juvenile Court–Social Work and Intake Branch.
    a. Child Guidance Clinic
    b. Probation Section
    c. Visit to court room for hearing procedure.
2. Junior Village, for discussion of role of the agency regarding dependent children from Washington, D.C.
3. Receiving Home–How are children detained? What is the range of problems?
4. Children's Center–How are youth treated? What are the problems connected with treatment?
5. Saint Elizabeth's Hospital–The role of a mental hospital. Facilities. Treatment program for youth.
6. Day Treatment and Rehabilitation Center, Veterans Administration–A review of new approaches to the treatment of the chronically ill patient.
7. Children's Hospital–A review of traditional treatment methods in a residential psychiatric service.

8. Freedmen's Hospital–A review of the role of the hospital in training medical personnel.
9. Area playgrounds.
10. Area schools.
11. National Training School–A program for federal offenders. The nature of the referral system, problems treated.

Human Growth and Development

This unit dealt with the sequences of normal growth and development. Attention was given to those points at which change and/or conflict occur, and how resulting problems may be solved, particularly as these may be periods of influence in shaping the individual's personality. Special emphasis was given to the developing individual in a dynamic sociopsychological environment, the stresses he encounters, and the alternatives available to be learned as coping skills in dealing with life problems. Areas of study included:

1. Normal growth and development
2. Physical growth and health
3. Psychological development: Crucial issues
4. Problems of human development:
   a. Family life
   b. Childhood
   c. Adolescence
   d. Normalcy
   e. Deviance
   f. Common personality disorders of youth.

Concepts of Mental Health

This unit was designed to define mental health. The extent of mental ill-health is such that there is need for large-scale development of mental health facilities. An appreciation of this need was stressed while attempts were made at understanding the wider problem. For training purposes, mental health was defined in a broad fashion as a state in which the individual lives without conflict and without undue stress and is satisfied both emotionally and intellectually without infringing upon the rights and privileges of others.

Discussions on certain popular misconceptions were presented in order to begin clarifying some of the ill-conceived and widespread concepts about mental health.

Topics included:

1. Definition of mental health
2. Popular misconceptions of mental illness.
3. Brief historical sketch of the development of the mental health movement
4. Basic needs and mental health
5. Modern society and mental health
6. Mental (defense, coping) mechanisms and mental health
7. Conditions marked by inadequate mental health
8. Mental health and the home
9. Mental health and the school
10. Mental health and the community
11. Some treatment suggestions.

Community Mental Health

The concept of community mental health was discussed as more than an extension of individual mental health practices into a group situation. The community represents a complex of interpersonal relationships and as such is a vast experimental proving ground for the development of workable mental health principles.

Group Intervention and Management

Since trainees were preparing for roles in a community mental health center in which small group development and group treatment are emphasized, the entire process of group intervention and group management was introduced and emphasized. On-the-job training in this area was provided in the agency where continuing treatment is part of the on-going training process. Trainees were informed about the basic processes of groups, group dynamics, and strategies in working with groups, with special emphasis on procedures and methods of working with socioeconomically deprived groups.

Two group training methods were used: (1) lecture-discussions presented by the leader, and (2) discussions developed from actual experiences of the leader as he worked with his group. Each member presented data or problem materials from his group for discussion with the supervisor.

Areas of presentation included:

1. Definition of a group
2. The essential qualities of a group
3. Types of groups:
   a. Orientation
   b. Core
   c. Remedial
   d. Recreational
   e. Psychotherapy or treatment
4. How to begin a group:
   a. Selection criteria
   b. How to get organized
   c. When the group is formed
5. The role of the leader or co-leader
6. Managing the Group:
   a. Programming
   b. Scheduling
   c. Problem solving
   d. Crisis handling
   e. Use of supervision

Report Writing

Report writing was basically an on-the-job training item. As the trainee began to work with his group he had to begin to write reports about his work. Matters of report content, form, style, and organization were taken up on both an individual and group basis in an on-the-job setting.

The areas discussed as classroom curriculum were:

1. The Report: What it is, its purpose. How to organize a report.
2. Process notes. How to record.
3. Summarizing the report.

Physical Health Needs

The purpose of this lecture series was twofold: (1) to acquaint youth with the means by which optimum health can be maintained, and (2) to acquaint them with the resources available in the community for treatment and prevention of disease. This was designed to equip them to advise others in the community, thus elevating the health awareness level in the area.

The unit included:

1. Community health services
2. Home and area sanitation
3. Personal hygiene and habits
4. Infectious disease prevention
5. Nutrition
6. First Aid

Group Activity Programming

This unit was designed to acquaint trainees with a variety of methods to be used in developing and carrying out group programs for a deprived population. To the extent that programming was involved, some community resource materials were covered. The purpose of the unit was to help the trainee-leader develop skill in conceptualizing a relevant and meaningful activity for the children he will lead and to learn how to contact and approach responsible agency personnel for purposes of planning his program.

Major areas of programming included:

1. Indoor activities (games, discussions)
2. Outdoor activities (games, discussions)
3. Tours and trips.

Intake Procedures

The purpose of this unit was to acquaint the trainee with the wide range of procedures involved in the intake process. Subjects discussed included:

1. Referral
2. Referral resource file
3. Initial call
4. Role of intake worker
5. The referral sheet
6. Scheduling
7. Intake–function of intake worker
8. The case record–content and organization

Interview and Observation

The work for which the trainee was trained requires an ability and capacity to make personal contact with other youth and to establish a level of rapport which will enable him to gain entry into a relationship and subsequently make meaningful observations on the behavior of the youth with whom he works. Techniques on interviewing and making observations and recording them, and what to look for were discussed. A considerable part of the teaching and learning of these skills took place within the context of on-the-job experiences.

Chapter III

on-the-job training

Purpose

The overall purpose of on-the-job training experience was to expose the mental health aide to the kind of youth, tasks, and program activities with which he would work on completion of training. To a large extent, much of the "specialty" curriculum was carried out in this phase of training.

Two areas of practice were involved: work experience and supervision. The goals of work experience were to help the aide increase his skill in working with youth and to become sensitive to and understand their needs. The goal for supervision was to show the mental health aide how his supervisors can help him. Supervision was offered as a guide to be used in helping the trainee realize his fullest potential in his area of work, to give the trainee reassurance and support, and to serve as a check against which he could evaluate his performance.

Intake Procedure

The intake procedure acquainted the trainee with the how and why of case referral from various agencies and what happens when a case is accepted. Training focused on four aspects of procedure:

1. The referral,
2. The intake interview,
3. The selection and disposition, and
4. Assignment to and choice of treatment.

The Case Record

Agency case history materials were used to acquaint the trainee with the organization and content structure of the case record. Its usefulness as the single most important record for each youth was emphasized. Four areas were considered:

1. Establishing the record–numbering system,
2. Content of the record,
3. Organization, and
4. Filing.

Group Management

On-the-job training experience in group management focused on reorganizing and establishing a working relationship with the group. Specific attention was given to:

1. Description of the population,
2. Selection of members and criteria used,
3. Assignment and placement,
4. Establishing the schedule,
5. Planning programs,
6. Handling group problems, and
7. Referring problems out of the group.

Group Activity Programming

A variety of program activities were presented to give the trainee a broad reservoir of ideas, games, skills and techniques for dealing with a group of people with many diverse needs.

Content included:

1. Arts and crafts (materials, techniques),
2. Swimming,
3. Team and individual sports (indoor and outdoor),
4. Group discussion (problem-centered),
5. Trips and tours (special interest and fun),
6. Films (selected from a series on mental health,

childhood, and adolescence; see Appendix A), and
7. Socials (parties).

Equipment and Audiovisual Aids

The trainee was acquainted with a variety of supply and equipment items used in programming group activities. Care and appropriate use of equipment was discussed. Some demonstrations were given in the use of audiovisual aids. Trainees learned how to operate a movie projector, tape recorder, dictaphone and other equipment to be used in developing programs for their groups.

Individual and Group Supervision

The supervisor's aim is to help each aide use the knowledge he has gained in order to develop skills in group process and group intervention and the self-awareness necessary to work effectively with youth who come to the Center.

Content areas included:

1. Supervisory functions,
2. Use of supervisory conferences,
3. Organization of work,
4. Relation of learning needs and patterns to supervisory methods, and
5. Use of recordings.

Remedial Skills

The purpose of this program was to help youngsters who have deficiencies in reading, cognitive, perceptual, and motor skill areas. Since youth from the project area function two to three grades below their expected level, emphasis was placed on teaching reading and helping them acquire better reading skills. This is seen as a first step toward better understanding, further learning and consequent better mental health.

Content areas included:

1. Reading
2. Perceptual skills
3. Physical skills
4. Self-expression skills
5. Vocabulary and spelling skill games
6. Arithmetic activities and games
7. Literature
8. Nonverbal skills
9. Music and dancing
10. Other social skills.

appendix a

selected mental health films

Self-Conscious Guy
(11 min., sound, color)
Description: When Marty tries to find ways to overcome his feelings of self-consciousness, he receives help for his problem through developing skills, thinking of other persons, and putting his attention on the whole situation.

Shy Guy
(21 min., sound, black and white)
Description: Story of a shy adolescent who finds mingling with his school group almost impossible. This "shy guy" feels that he's just not wanted. Through guidance by his father, he begins to realize that in order to be an accepted member of a group, one must actually take part in its activities. He must show interest, be a good listener, and be helpful whenever possible.

Alcoholism
(30 min., sound, black and white)
Description: Studies alcoholism as an insidious disease rather than as a moral weakness. Discusses the extent to which drinking to excess has infiltrated Canada's national life. Dramatizes several case histories to illustrate progressive stages of addiction.

Children's Emotions
(22 min., sound, black and white)
Description: Discusses the child's major emotions–fear, curiosity, anger, and jealousy–and points out the principal characteristics of each.

Fears of Children
(28 min., sound, black and white)
Description: The experiences of a little boy caught between the demands of overprotective mother and domineering father. The parents' gradual acceptance of the boy as an individual demonstrates that well motivated adults can follow factual advice on child-rearing even though it may conflict with their pattern of doing things.

Preface to Life
(29 min., sound, black and white)
Description: Parental influence on a child's developing personality, illustrated by a series of episodes showing the effects of an overly solicitous mother and an overly demanding father. In contrast, also shows the healthy childhood resulting when both parents accept their child as an individual.

The Human Body
(9 min., sound, color)
Description: Explains the importance of the human body; shows how its parts work; and stresses the values of fresh air and a variety of foods. Animated cartoon.

The High Wall
(32 min., black and white)
Description: Dramatizes the importance to the child of love and security in developing a confident personality. Intended to provide materials for discussions on mental health and personality development, community and intergroup relations, and on the ethics emphasized in religious teaching.

Angry Boy
(32 min., sound, black and white)
Description: Dramatizes the story of an emotionally disturbed boy whose troubles have developed as a result of unhealthy family relationships. Through psychiatric guidance the boy and his parents are helped to understand and to handle their emotional problems.

Emotional Health
(20 min., sound, black and white)
Description: Shows that emotional upsets are common among people of college age, explains that if a disturbance of this kind is prolonged, a need for professional counsel and care is indicated, and demonstrates the basic techniques of psychiatric treatment.

Families First
(17 min., sound, black and white)
Description: Portrays the relationship of the home to the future happiness of children, emphasizing the need of children for affection, security, success, and new experiences. Dramatizes everyday happenings in the lives of two contrasting families to illustrate the causes of tension, frustration, achievement, and harmonious personality adjustment.

The Feeling of Hostility
(27 min., sound, black and white)
Description: A dramatized case history emphasizing the importance of hostility in molding the character and shaping the life experiences of a girl from early childhood to adulthood.

Mental Health: Keeping Mentally Fit
(12 min., sound, color)
Description: Describes the attributes of good mental health, discusses its importance to the individual and to society, and explains some of the basic rules for improving and maintaining good mental health.

What's on Your Mind?
(11 min., sound, black and white)
Description: Describes pressures of modern living and how people attempt to cope with them through escape by suicide, consulting fortune tellers, reading pulp magazines, etc. Demonstrates scientists' approach to these problems through research. Shows psychiatric and psychological techniques for investigating and handling problems.

Dance Little Children
(45 min., sound, black and white)
Description: Describes an outbreak of syphilis among teenagers in a typical American city, discusses the responsibility of parents, and provides some of the causes and possible answers related to the occurrence of the outbreak.

appendix b

sample training program schedule

BAKER'S DOZEN COMMUNITY MENTAL HEALTH CENTER
COMMUNITY MENTAL HEALTH AIDE TRAINING

HOUR	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
8:00	Staff Meeting	Remedial Work	Staff Meeting	Remedial Work	Staff Meeting
9:00	Orientation		The World of Work	The Community	Concepts of Mental Health
10:00		The World of Work			
11:00					
12:00	Lunch	Lunch	Lunch	Lunch	Lunch
1:00	Orientation	Practicum Planning Supervision	Practicum Planning Supervision	Practicum Planning Supervision	Practicum Planning Supervision
2:00					
3:00					

appendix C

job description of mental health aide

Service-Rendering Activities

1. Provide leadership and assistance for small groups of youth.
2. Counsel youth about problems they present for discussion.
3. Provide professional staff with information for feedback and "quality control" purposes.
4. Escort groups on trips and take initiative and responsibility for the activity.
5. Participate in individual and group supervision with professional staff.
6. Attend staff development seminars.
7. Write progress reports on groups and keep daily notes on individuals in the group programs; plan activities for groups.

Clerical Activities

1. Maintain files on groups and individuals.
2. Perform other clerical activities.

Maintenance Activities

1. Maintain equipment and supplies for program activity.

New Careers in Employment and Counseling

counselor interns

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foreword

J. R. Fishman, M.D.
William Klein, Ph.D.

This is a report of a project conducted to train disadvantaged young adults for second- or third-level careers as subprofessional group leaders, counselors, trainers or supervisors to groups of entry-level trainees in New Careers programs. It was also designed to develop training methods that could be used as a model for teaching youth and adults those group leadership and counseling skills that would be useful in fields such as employment, community and social services, and antipoverty and antidelinquency programs. Consequently, although the project was conducted by the Howard University Institute for Youth Studies, half the trainees received training as employment and group counselors at a local Urban League Neighborhood Development Center. In addition to reviewing training methods, the report also describes the development of the second- and third-level jobs, and the curriculum used to train young adults for careers at these levels.

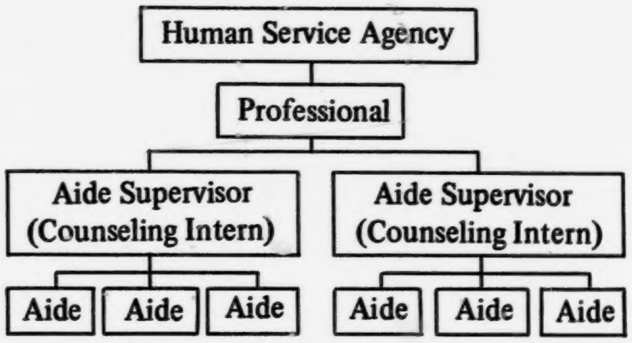
Persons trained in this program came from various types of disadvantaged backgrounds, and included:

1. High school dropouts who had received New Careers training. They had been successful in their entry-level jobs and were ready to move into training for jobs at higher levels of the career ladder.
2. High school graduates (some with education beyond high school) who had had no previous New Careers training but were beginning their training as second- or third-level trainees.

While they were in training, the young adults in this program were called counseling interns.

Training was provided for these specific job categories:

1. Subprofessional trainers in New Careers programs who would provide generic or core group training.
2. Coordinators, on-the-job supervisors, and other staff positions in New Careers projects.
3. Group counselors in New Careers programs, Neighborhood Youth Corps programs, and other employment and training programs.
4. Other positions which also may be structured at the second or third level of the New Careers ladder:
   a. Vocational and employment counselors and trainers.
   b. Youth program leaders and/or group counselors in recreational, probation, community center, mental health, antidelinquency, institutional and related programs.
   c. Other social service positions which involve the use of groups for counseling and/or activities.
   d. Supervision of groups of first- or entry-level aides employed in a given field or agency. In this role, the person who provides general and specific supervision for several aides may, in turn, work under the supervision of a professional, e.g.:


Human Service Agency
Professional
Aide Supervisor (Counseling Intern)
Aide Supervisor (Counseling Intern)
Aide
Aide
Aide
Aide
Aide
Aide

The report of the actual training program includes a discussion of all program components, and a consideration of the problems and issues that arose during training. There is an outline of the overall training program, and an evaluation of the program. The Appendix includes a basic curriculum outline and sample forms for evaluation and counseling.

Several points in the report deserve particular emphasis:

1. The report is focused on the use of groups as a skill and as a tool for intervention of problems presented by group members. Learning this skill can be accomplished in part by using group training and counseling techniques in the group's program as well as in on-the-job training (learning through both experiencing and doing). This has proved a most effective approach. The experience of the project emphasizes both the importance of group training and the careful attention necessary to structure and maintain successful on-the-job training. The latter provides trained and skilled supervision for the potential trainer, counselor, or supervisor.

2. The report suggests the success and utility of developing a New Careers type of ladder or pyramid for training and counseling in the New Careers program. As shown in the progress report, professionals can be used to train and supervise second- or third-level nonprofessionals who, in turn, can train, counsel or supervise first- or entry-level aides. Counseling interns can work either in generic training or counseling, in specific occupational areas and agencies such as health, child care and education. Trainees for these second or third levels can be recruited from among unemployed or underemployed high school graduates and college dropouts and aides already trained and employed at the first level. For the latter group, this becomes an important further step in career advancement. For the former, it is an entry into the New Careers system at the second or third level.
3. The report demonstrates the important secondary rehabilitative effect of the training and counseling program on the participants themselves.
4. The report stresses the fallacy of using stereotyped criteria in selecting candidates for the program. The evaluation data demonstrate that there was no significant difference in outcome and preference between those rated as low-risk and those as high-risk based on the traditional criteria of risk and prediction for success. It is therefore important to "screen people in" rather than screen them out on the basis of traditional criteria which may have little or no validity. The best and only reliable prediction of success at this time is performance in on-the-job training and on the job itself.

Effective counseling and group leadership, as we have learned, involves the creation of a particular kind of group situation. Within the group, people from disadvantaged backgrounds are challenged to creatively deal with each other in the discussion of problems, issues, and concerns which arise from living and dealing in a real world. This means that the focus of the counseling group is on the individual's current participation in meaningful and demanding activity whether in a job-training program, education, or everyday living in a variety of settings.

This process, in turn, is seen as an important means of stimulating and sustaining individual and group change. Often, the individuals to be counseled or trained have had previous negative experiences with school, employment, and the police. These experiences may have convinced them that they are incapable of controlling their own lives, and that everything (and everyone) is against them. As a result, they may choose to remain outside the mainstream of productive life in the face of what is perceived to be a hostile and closed world. In the process, they may develop stereotyped perceptions and behaviors which can afford them some minimal survival status and security among their peers and in their immediate milieu. However, these stereotypes effectively prevent them from taking full advantage of even the best employment or training opportunities offered.

It is the counselor's task to help develop a working group of these people whose members, including the counselor, are continually engaged in both challenging and supporting each other on issues of task-performance, responsibility, decision-making, and change. Such an approach is best carried out when the counseling activity is part of a broader program in which group members are given the chance to try out new roles or work tasks and accept responsibility. Roles can be based on problems arising from other parts of the program which can be brought back to the group for discussion and resolution.

Out of the sometimes painful confrontations and the interactions which result, an opportunity develops to forge a new kind of identity, as well as the chance to play an active part in one's own, as well as others', movement into the wider society.

In such a program, the counselor or teacher must be able to communicate his confidence in the person's ability to make decisions and act responsibly, consistent with his own best interests. If the counselor begins to consider the youth or adult to be sick or damaged, he cannot allow himself to make decisions for him. If he does, then the youth or adult once again feels that he is powerless, subject to other people's whims.

The counselor must see himself as part of the change process which he is trying to foster. The youth or adult cannot be expected to learn to play new roles in relation to each other and to authority if the counselor himself is not subject to change. (See the descriptive account of the group process for an interesting example of mutual change.)

In his behavior with the group, the counselor must be prepared to demonstrate his ability in analyzing problem situations in the light of reality. This may mean holding the group to uncomfortable considerations of its own interactions and behavior, and supporting possibilities which exist for positive change in both the trainer's situation and in society in general. The counselor needs to develop methods to relate these considerations and possibilities. To effectively carry out these requirements, the counselor must be able to bring to the group a thorough knowledge of what the community has to offer in terms of services, opportunity, and experience. Above all, he needs to be able to challenge the trainers to help each other to see group members as capable of growth, free choice, and self-determination.

The counselor should be less concerned about what he can do to or for the trainee than with the development of work procedures to enable them to become active participants in a process of mutual regulation, problem solving, and growth.

It is the contention of the kind of program described in this report that there are many individuals, particularly in disadvantaged communities, who can be trained to fill the role described. When the Institute for Youth Studies first began its experimental training programs to prepare disadvantaged persons for human service aide positions, the possibility very quickly suggested itself that some of these same people, youth and adults, could themselves play effective leadership roles with similar training groups. As group leaders in training, counseling, or service activities, they could relate to others and serve as role models. By training these individuals to fill such subprofessional positions, a partial solution to the great need for counseling, training and youth leadership manpower could be offered, not only for the aide training program, but for a broad span of projects being developed for the disadvantaged. It also could provide meaningful and effective second or third steps in the New Careers ladder. It was with these goals in mind that the program was undertaken and is described and evaluated in the report that follows.[1]

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[1] See: 1. J. R. Fishman; W. Klein; B. MacLennan, et al. *Training for New Careers.* Washington, D. C.: President's Committee on Juvenile Delinquency and Youth Crime, Government Printing Office, 1965. 2. B. MacLennan, and W. Klein. "Utilization of Groups in Job-Training," *International Journal of Group Psychotherapy,* 15, 4 (Oct. 1965). 3. L. T. Empey. *A Social Systems Approach for Working in Small Groups with Socially Deprived Youth.* Paper presented at the American Group Psychotherapy Association meeting, January, 1966. 4. R. Rieff and F. Riessman. "The Indigenous Nonprofessional," New York: National Institute of Labor Education Report No. 3. 5. A. Pearl and F. Riessman. *New Careers for the Poor.* New York: Free Press, 1965.

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Chapter I

introduction

program purpose

This is an account of a training program[1] undertaken by the Institute for Youth Studies[2] at Howard University in Washington, D.C. to prepare disadvantaged people for positions as subprofessionals in group counseling, supervision, aide training, and other forms of work with disadvantaged youth and young adults. The major element of their on-the-job training experience consisted of supervised leadership of core groups[3] of young adults who were themselves in training for human service aide positions.[4]

While this report describes one particular training program, it should be kept in mind that the overall structure of the program can be adapted in a variety of programs, communities, and settings. The counseling intern program (as it was called) was conceived as an experimental attempt to go a step beyond the utilization of the disadvantaged for entry-level nonprofessional human service work.

In essence, the model consisted of having adults from similar backgrounds as the aide trainees placed in leadership positions with the trainees to test:

1. Whether the counseling interns could learn the requisite skills, knowledge and attitudes necessary for such work;
2. Whether they could plan an effective leadership role with youth and young adults of approximately the same backgrounds in a work-and-job-related context, and
3. Whether the given combination of training and experience would prepare them for employment in subprofessional counseling, training, and supervisory positions on second or third levels of a New Careers training ladder.

program design

The Institute's counselor intern training program was designed to cover a nine-month period, divided into three-month segments, covering each of the aspects of training posed in the questions above. A description and analysis of the first or intensive training phase constitutes the bulk of this report. During this phase, training included 20 hours a week of classroom instruction, with the remainder of the time in field-work experiences. Goals of this phase were to:

1. Develop beginning competence in group and

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[1] The training for this program was supported through contract with the Office of Manpower, Automation and Training, U.S. Dept. of Labor, and the Office of Education, U.S. Dept. of HEW. Program evaluation and curriculum development was supported by a grant from the Office of Juvenile Delinquency and Youth Development, U.S. Dept. of HEW.

[2] Formerly the Center for Youth and Community Studies.

[3] B. MacLennan, and W. Klein. "Utilization of Groups in Job Training." *International Journal of Group Psychotherapy,* 15, 4 (October 1965), 424-433.

[4] J. Fishman; W. Klein; B. MacLennan, et al, *Training for New Careers.* Washington, D.C.: President's Committee on Juvenile Delinquency and Youth Crime, Government Printing Office, 1965.

individual interventions;

2. Provide the trainee with a wide range of knowledge that he could use to assist the youth he was serving;
3. Develop within the trainees an awareness of the principles of agency structure, consultation and supervision, the concept of planned change, and the conscious use of self as an instrument of change, and
4. Develop within the trainees an ability to analyze and solve problems by collecting all available data, formulating a variety of alternate solutions, and selecting the best or most reliable strategy for solving the problems.

During the second phase, trainees attended academic classes 10 hours per week. The remainder of their time was devoted to carefully supervised work with youth. Some trainees began to work with youth in core groups (as part of a major training program for preparation of human service aides), while others worked with youth in other agencies. Goals of the second phase were to:

1. Develop the trainee's ability to take increasing responsibility for analysis of his own strength and weaknesses, and
2. Enable trainees to take increasing responsibility for helping each other.

The goals of the final phase were to:

1. Help the trainees identify those areas in which they needed additional instruction or supervision, and refine their leadership in counseling skills;
2. Help them develop reasonable career goals and plans through which these goals can be met;
3. Help them obtain full-time positions in youth-serving agencies;
4. Prepare trainees for the problems they would face as they entered new agencies, and
5. Help them and the training staff critically analyze the training process and their own progress or lack of progress.

It should be noted that the goals of each phase were not rigid, and that different trainees were expected to progress toward these goals at different paces. Each counseling intern was expected to have a unique set of life experiences and individual intellectual and emotional make-up; the overall goals were to insure that each developed to his maximum capacity and that they all were able to practice successfully in a youth-serving agency.

The following chapters describe, first, the program for developing instructional staff for the training program; second, the process of selecting interns to be trained; third, a descriptive account of the first or intensive phase of training, including selected on-the-job experience at the Howard University Baker's Dozen Mental Health Center for Youth and at Urban League Neighborhood Development Centers; fourth, an assessment of trainee performance, and fifth, a summary of the program's findings. Appendix A gives the curriculum used in the first phase of training, and Appendix B describes the instruments of training. Of necessity, this report concerns itself mainly with the first phase of the training program. Further publications will assess the overall program and provide follow-up data.

Chapter II

staff development

The overall goals of the staff development program were:

1. To orient staff to the theoretical and ideological context within which the New Careers program was conceived and operationalized.
2. To develop in the instructional staff both the intellectual and emotional capacity to be helpful to nonprofessional leaders as they learned to function as core group leaders, recreational group leaders, and employment counselors and trainers.
3. To familiarize the staff with the curriculum they would be required to teach.
4. To orient the staff to the administrative structure and procedures of the Institute for Youth Studies, the sponsoring agency.

The "professional" instructors came to the program with varied education and experience. Initially, the intent was to treat them as though they all had the basic competence to do the job successfully. It later became clear, however, that their differences in training and experience were crucial to their ability to do the job, and that much time and effort would have to be expended in establishing a model for practice to meet the demands of the role they were expected to play.

One of the instructors had a Master of Social Work degree with a specialization in case work. She was a 1965 graduate of the Howard School of Social Work and had been employed in public welfare and public recreation before entering the School of Social Work. She had also been a summer camp supervisor.

Another instructor had an A.B. degree and two years of experience as a public school social adjustment teacher. He had additional experience while a student at Howard in the University's special Community Service Project.

The third instructor was a staff member at the Institute for Youth Studies about to receive an A.B. degree from Howard in 1965. He had previously been an instructor in a training program for indigenous community workers. His other experiences included community organization for the Student Nonviolent Coordinating Committee and recreation work for the Washington, D.C., Council of Churches.

The original orientation plan for the instructors involved an extended period of theoretical and practical sessions with senior Institute for Youth Studies staff, in addition to sitting in as participant observers in the initial intern group's training sessions. Because of problems of recruiting and hiring staff, most of the instructional staff joined the program at the time the initial intern group was being processed for training. Vacation schedules of the Institute for Youth Studies staff generally made it necessary for the new instructors to take on a much more active instructional and OJT supervisory role in the early stages of their employment than had been planned. Each was assigned a major portion of the instruction and supervisory responsibility for five interns within one month after they joined the instructional staff. The situation was particularly difficult since the roles for which the interns were being trained were relatively new and lacked either precedent or carefully worked out guidelines. Even seasoned members of the training staff often found themselves unsure about their roles or theoretical positions.

Staff development took place through five types of interchange among instructors, their supervisor (the chief instructor), and senior members of the Institute for Youth Studies' staff:

1. Supervisory sessions;
2. Training staff meetings;
3. Bi-weekly seminars;
4. Spot conferences, and
5. Interdisciplinary graduate studies program.

The supervisory sessions usually lasted two hours and were held twice a week. These were primarily problem-solving sessions in which the chief instructor, the caseworker, and the director of the program would sit together with the three instructors. Out of these sessions came several shifts and modifications in the instructors' roles. The concept of the instructor as an instructor-supervisor was clarified as this group worked to suggest alternative solutions to the problems confronting the instructors. Care was taken to develop generalized principles of practice as a result of dealing with individual problems.

The training staff meetings varied somewhat over time in their format and function. They were initially designed to be used as a program reporting and research feedback opportunity for the entire training staff. As the program progressed, job development became a major concern and, as a result, consumed a great deal of the time scheduled for progress reports and feedback. It was at this point that the staff meeting began to function as a quasi-decision-making group, with the solution of operational problems and the development of alternative policy taking high priority. Further along in the program, this trend was reversed and the meeting once again moved toward program reporting and quality control research feedback.

The bi-weekly seminar was conceived to allow the staff to meet on a more informal basis and discuss the ideological and theoretical ramifications of the program. The informality of this seminar initially created a problem for the instructors. They found it difficult to disagree with or question the thinking of the senior staff. As time passed, this lack of effective participation on the part of the instructors decreased once the purpose of the seminar was clarified and mutual problem-solving engaged in at a theoretical level. (The first-hand practical experiences of the instructors contributed much to these discussions, as did the wide range of program and theoretical experience of the senior staff.)

During the first three months of the program, many problems required immediate consideration by the instructors and the chief instructor. On these occasions, every effort was made to deal with the problem on the spot and later to bring it up for discussion in group supervisory sessions. The focus during spot conferences was always on helping the instructor deal with the problem by using his own resources wherever possible. The instructors were encouraged to act as best they could in light of what they thought the situation called for, and then bring the problem before the group supervisory sessions for discussion.

Two of the instructors were also part-time students in the University's Interdisciplinary Graduate Studies Program. This program was conducted by the Institute for Youth Studies in cooperation with the University's Graduate School. Courses were designed to provide graduate students with interdisciplinary training in the problems of disadvantaged youth in the community. All classes were taught by senior staff members of the Institute for Youth Studies. During the course of their academic work, the two instructors studied many of the problems they were facing as professionals in the community. It was often difficult for them to translate the theoretical material of the classroom into the day-to-day operation of a training program, particularly because the courses were being taught by senior staff members of the Institute for Youth Studies. One instructor continually expressed confusion about the difference between the training program as it operated and the "philosophy of the Institute" as he saw it articulated in his classes. It should be emphasized, however, that other contacts with senior staff and their ideological position probably also raised questions in the instructor's mind and that the interdisciplinary courses brought these questions to the surface. The questions were, in part, answered at the bi-weekly seminar, group supervisory sessions, and staff meetings.

The staff development process deserves some analysis in terms of the dynamics of the relationship of the instructors to each other and to the interns. The assumption of such a large responsibility at an early stage in program involvement tended to produce a group of instructors who were unsure of their roles, the design of the program, and each other. This was a function both of the newness of their roles, generally quite dissimilar to anything they had done before, and of a training philosophy that stressed group problem-solving and individual responsibility and initiative, rather than a highly structured set of rules, regulations and techniques. Much of the time spent in supervisory sessions was devoted to helping them identify and deal with their anxieties, competitive feelings, and general confusion. This was not an indecisive or permissive approach. It was purposely designed to force them to confront these issues and work toward their solution, rather than passively carrying out a "higher authority's" recommendation. The training group was continuously challenged to accept responsibility, to make reasonable choices of courses of action, and to look critically at their own and others' work, closely approximating the approach they themselves were to take with the trainees.

The intern group often mirrored the processes and crises the instructors were going through. Because they both sensed and experienced many of the problems the instructors were struggling with, the interns often pushed the instructors to come up with "the answers," much as the instructors were pushing their own supervisors. At times the interns would take advantage of competitive feelings among the instructors to play one against another. However, as the instructors "came aboard" in the true sense of the term, the interns began to settle into their roles as trainees and to make more constructive use of the instructors.

Certain changes in the original concept of the instructors' roles occurred as the program developed. The strengths and weaknesses of the instructors and their varying educational and experimental levels were considered in making assignments for the future, although initially the plan had been to use the instructors interchangeably.

Moreover, as a result of the staff development program, certain changes came about in the instructors themselves. Instead of competing with one another to reach some ill-defined concept of a "good" instructor, they began to work together to complement each other's strengths and to counteract weaknesses. They began to take the initiative instead of waiting for the director or chief instructor to tell them how to deal with many circumstances. They began a process of "sorting out" their practice problems and dealing with them. And, most important for the goals of the program, they stopped throwing up their hands to wait for help from "above" when confronted by a problem; they began to sit down and work it out with certainty and confidence in their own abilities.

Chapter III

selection process

referral sources

In June 1965, the training staff held a meeting with 15 representatives of agencies concerned with the problems of poverty of youth. Among the agencies represented were:

1. Department of Public Welfare
2. Urban League
3. United Planning Organization
4. Recreation Department
5. Family and Child Services
6. District Court–Probation Department
7. Juvenile Court
8. Jewish Family Services

The purpose of this meeting was twofold: (1) to ask these agencies for help in recruiting potential aides and interns, and (2) to acquaint them with the New Careers concept. Most agency representatives did express interest and a willingness to work with the Institute in the future. This was true mostly of the public agencies (i.e., correctional, welfare, and health); private agencies seemed to have a number of reservations stemming from concerns about professional standards and competence. Evidently, though sharing many of these concerns, the public agencies were also faced with an overriding problem—manpower shortages and turnover—and therefore showed greater receptivity to the training program idea.

The eventual referral sources for the pool from which the intern group was selected were:

1. District of Columbia, Division of Vocational Rehabilitation
2. Neighborhood Development Centers #1 and #2 of the United Planning Organization
3. Newspaper stories
4. Television and radio announcements
5. Operation Headstart personnel
6. Southeast Neighborhood Development Program
7. Y.W.C.A.
8. United States Employment Service
9. Central Office—United Planning Organization
10. United States District Court
11. D.C. Recreation Department

basis for selection

Although certain minimal requirements were established for applicants (completion of high school; 22-35 years of age; out of work or underemployed; no criminal case pending; and a minimum of 300 days of previous employment), the demonstration aspects of the training program provided an opportunity for experimenting with the development of selection procedures. Working on the assumption that those qualities that distinguish a good leader from a poor one have not been definitively established, a procedure was developed in which: (1) applicants would be rated on potential leadership ability, and (2) applicants with both high and low ratings would be included in the program as a way of evaluating whether these qualities are significantly related to performance.

With this as a backdrop, a conscious effort was made to select a group in which there would be trainee variation in three major dimensions: academic achievement, extent of experience with youth, and facility in working with groups. Since information on the applicant's education and previous experience with youth was available on the application form, a method of assessing his functioning in a group situation was devised.

Applicants were notified to report for an interview. When the group was assembled, a general introduction describing the training program and the role of the counselor intern was made by members of the Institute's research staff. Applicants were then told that selection for the program would be based on how they, as a group, would handle three problems which were drawn from experiences of previous leaders who had trained groups of aides. The three problems were:

1. *Three group members have consistently been carrying on disruptive side conversations during the group meetings. Since they are among the stronger members in the group, the group has been reluctant to challenge their behavior.*
2. *One of the members in your group has been irregular in his attendance and punctuality at work, and his work supervisor has asked you to handle this problem.*
3. *The group members are resentful at having to attend daily group meetings and consequently are quite apathetic about participating in these meetings.*

The problems were presented both verbally and in writing. Staff did not participate in the ensuing discussion. Applicants were left free to chair the meeting, organize the discussion and solve the problems. At the end of an hour, applicants were told the interview was completed and the floor was opened for questions.

rating scale

A ten-item scale that had received limited pretesting was used to evaluate the applicants' participation in the interview (see Appendix B). The items included in the rating scale were designed to reflect training staff assumptions about characteristics denoting a good group leader. Essentially, these were: (1) the ability to participate in and contribute to group discussions; (2) the ability to focus on and clarify issues; (3) the ability to interact flexibly with others and to exchange and elicit opinions; (4) the demonstration of self-confidence and initiative, and (5) sensitivity to the problems of youth and the potentials for using a group to handle problems. The items included in the scale, therefore, attempted to measure the extent to which the applicants were judged to possess the supposed qualities of a good group leader.

The raters were to indicate by a "yes" or "no" whether the applicants demonstrated these qualities. The "yes" answers (given a score of one) were summed and pooled. A mean of the pooled scores was determined, and those applicants whose scores were above the mean were assigned to a low-risk group, and those at or below the mean, to a high-risk group. The mean was 11, while the highest possible pooled score that an applicant could receive was 30.

the trainees

Of the 44 applicants who were rated and assigned to risk groups based on their participation in the group interview, 15 were finally selected for the counselor intern program. These 15 represented a cross-section of educational attainment and experience with youth. They consisted of ten males and five females (ten low and five high risk candidates).

Both risk groups included males and females ranging in age from 21 to 31, with a median age of 24. All were high school graduates; five had had business or occupational training. Over two-thirds of the candidates indicated that they planned to continue their education sometime in the future.

Two-thirds of the interns were single, and all but one were Negro; the majority were lifetime Washington residents. A few had had police contacts. All but one of the interns had been previously employed and most had had two or more jobs. Their work experiences ranged from cafeteria worker and counter girl to stock clerk, telephone operator, car-washer and postal worker.

The one major difference noted, aside from that based on risk assignment, was the extensiveness of involvement in group and voluntary activities. All the low-risk applicants had some experience in voluntary group activities, and a number had been involved in several such groups. Two of the high-risk candidates, on the other hand, had no such experience, while the experience of the other three candidates in this group was limited to only one voluntary group activity (see Table 1).

Table 1
COUNSELOR INTERN CHARACTERISTICS BY RISK ASSIGNMENT

Intern	Sex	Education	Assignment	No. Contacts With Police	No. Previous Group and Voluntary Work Experiences
1	Female	High School	High	0	1
5	Male	High School	High	0	1
11	Female	High School	High	0	0
13	Male	High School	High	0	0
14	Male	College*	High	1	1
					(M=.6)
2	Male	College*	Low	1	4
3	Male	High School	Low	1	1
4	Female	High School	Low	0	4
6	Male	High School	Low	2	1
7	Male	College*	Low	0	3
8	Male	College*	Low	2	4
9	Male	High School	Low	0	2
10	Female	High School	Low	0	2
12	Female	College*	Low	0	5
15	Male	High School	Low	0	1
					(M=2.7)

*No Degree

comments on selection

The Group Interview

Although appointments were to be scheduled so that each group would consist of ten applicants, the six sessions held varied in size from four to twelve members. This variation had implications for the character of participation and interaction as well as for the standardization of assessment. In the smaller groups, in which the discussion was informal—almost conversational in nature—and participation was widespread, the raters had an opportunity to observe each participant more closely. In the larger group, where the discussion was more formalized and the extent of participation less equitable, the opportunity for observing the behavior of each participant was more limited.

The problems presented to the group for discussion were some of the more difficult and yet some of the most typical kinds of situations encountered by the training staff in operating the training program. In spite of a general description of the training program given to the applicants, they had little understanding of the philosophy and administration of the program, and, consequently, experienced difficulty in relating to these problems within the context of the training operation. The groups consistently tended to discuss these problems in a vacuum without regard to the needs of the trainees and the purpose of training. Though this presented some difficulties for the raters charged with assessing performance (who were all quite familiar with the training program), it was not as problematic as it might appear. Essentially, the applicants were rated on the extent and nature of their participation, rather than on the quality of their contribution.

The Rating Scale

A group meeting of aides in training provided the setting for pretesting the rating scale. An attempt was made to simulate the problem-solving situation that the counselor intern applicants would be facing. The procedures to be used in the actual assessment were followed. A problem to be discussed by the members was presented to the group and the member's participation was assessed. This situation provided the basis for revising the instrument as well as for training the raters. The pretest, however, proved to be of limited value since both the character of the group and the nature of the problem differed from the actual test situation. The group used for the pretest had been meeting regularly for several weeks; therefore, a pattern of participation and interaction among the members had crystallized and the group leaders were more easily identifiable. In addition, the problem which was presented to the group required them to discuss, agree on, and plan ways of raising a given amount of money for an employee fund. This problem did not emotionally involve the raters in feelings of agreement or disagreement with the member's ideas, leaving them free to evaluate the nature of the member's interaction without regard to position taken.

The research staff responsible for rating the training program applicants shared a common conception of the qualities of leadership, which had grown out of an ongoing relationship with the training staff. This agreement was reflected in a high inter-rater reliability (r=.89) that was achieved in the applicant assessment, although there was little systematic agreement by rating item (Table 2). In other words, it appears that the raters were able to achieve a considerable amount of agreement as to who seemed globally to possess the qualities or potential for leadership, though there was very little agreement on the specific nature of these qualities. The raters also felt somewhat inhibited by the rating scale, which called for a "yes" or "no" response to a number of items, rather than allowing for intermediate steps or degrees. They felt hard put to respond definitely to ten items on several applicants after only a brief exposure to them, and they tended to base their ratings on one or two behavioral incidents. Preference was expressed for a rating scale which would incorporate degrees of difference for each item in the rating scale.

Table 2
SUMMARY OF ANALYSIS OF
VARIANCE AND COEFFICIENT OF
INTER-RATER RELIABILITY

Source of Variation	SS	DF	MS	F	P
Applicants	364.97	14	26.07	8.96	.05
Raters	7.24	2	3.62	1.24	
Error	81.43	28	2.91		
	453.64	44		r=.89	

The real value of the selection procedures and instruments employed, however, cannot be determined until a final evaluation of trainee performance is made. The crucial question to be asked is whether a relationship between risk assignment and eventual trainee performance has been demonstrated. On this point it is unfortunate that the selection procedure was geared primarily to rating and selecting applicants who would function in a group situation. As the training program evolved, it provided two kinds of job settings for the trainees: one that was primarily group-oriented, and one that largely entailed a one-to-one client relationship. For the trainees involved in the second kind of job situation, the selection and assessment procedures were not necessarily relevant. The procedures used can best be validated in reference to those functioning as group leaders, where an assessment of their role effectiveness would be available.

Moreover, the inclusion of two types of trainees (i.e., high- and low-risk) had a number of implications for the operation of the training program. Although the risk assignments made by the research staff were considered to be confidential information not to be shared with the training staff, it became clear that the two types of trainees could very accurately be identified by the nature of the differences in their participation in the training sessions

This raises the question that has been implicit in much of this discussion: perhaps what was really being rated was a kind of social desirability and style of the candidates, rather than their "abilities" as potential group leaders. Perhaps what both the raters and the training staff were initially responding to in the distinctions they made among trainees were verbal ability and fluency, social poise, degree of participation, and conceptual approach. Whether such qualities are necessarily correlated with eventual facility in leading groups of young people remains an important question, and one that will be returned to.

The heterogeneity in the training group, however, created some problems for the instructional staff since there were different learning styles and different demonstrated abilities in grasping and integrating material. Obviously, not all of these differences resulted from the selection procedures, though it is clear that the inclusion of high- and low-risk candidates tended to exaggerate the range of individual differences that normally could have been expected.[1]

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[1] B. Buchanan, I. Reid and B. Hurst played major roles in collecting, analyzing and presenting the data in this chapter.

Chapter IV

training

This account of the first or intensive training phase is divided into three sections: (1) an overview of the three-month program; (2) a report of on-the-job training experience at the Baker's Dozen Community Mental Health Center, and (3) a similar report of the program at an Urban League Neighborhood Development Center.[1] It is presented to shed light on how the program functioned in actual operation, and to amplify quantitative data.

overview

Training during the first phase was divided into classroom instruction (six hours per week), supervisory sessions (four hours per week) and field work assignments (20 hours per week). Instruction and supervision were provided by a training staff consisting of a chief instructor, three additional instructors and the project caseworker. Some additional teaching was done by the Institute for Youth Studies' Assistant Director of Training, who was in charge of the project, and by its Associate Director in charge of training.

For on-the-job training, 10 interns were assigned as recreational group leaders to the Baker's Dozen Center, and supervised by the Institute's training staff. The remaining five, under agreement with the United Planning Organization of Washington, were placed in employment counseling aide positions at the Urban League Neighborhood Development Center, a part of the overall UPO manpower program. They were supervised by a senior counselor on the Urban League staff and by an instructor from the Institute's staff.

During the first week of the program, much time was devoted to technical matters covering training stipends, scheduling hours for training and field work, and assigning trainees to either Baker's Dozen or the Neighborhood Development Center. Interns were given a pre-test to establish some baseline data with respect to their knowledge of the areas to be covered in the curriculum,[2] and the rationale for the intern and aide programs was presented. Questioning by interns was minimal and reflected concern with concrete details of the programs rather than with abstract ideology. Visits were made during the first week to Baker's Dozen recreational facilities, the Dunbar High School swimming pool, and the John F. Kennedy and Bundy Playgrounds to orient the group to the area in which they would be working and the nature of its population. Finally, the 15 interns were introduced to their three instructors and divided into subgroups of five each.

During the second week, interns moved into the formal academic program, which included class, field work and integrative supervisory sessions. One issue that immediately arose was that five interns were to have field experience as employment counselors, rather than as youth leaders, and that these interns would not be leading core groups in the second phase of training. This was at a time when class sessions were heavily weighted with discussion of group management techniques. Some beginning questioning arose informally on the part of the five interns assigned to employment counseling about the relevance of this material to their assignment.

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[1] This chapter and a previous chapter on staff development were prepared by Eunice Shatz, Project Caseworker; Walter Walker, Chief Instructor; Rex Bolden, Instructor; Avis Pointer, Instructor, and Joseph Gross, Instructor.

[2] See Chapter V.

The initial weeks can be seen as a period of adjustment in which the trainees were making informal assessments of the training program and evaluating staff. Formally, they asked questions, expressed disagreement, and tentatively voiced complaints. Discussions tended to be lively and engaging. The interns gave the impression of trying to learn and develop new understanding, asking questions related to course content, and carrying on discussions centering on personal experience and observations that they now could consider in a new light. There was a beginning development of insights into the wider personal, social and economic world.

For many, it was their first experience in considering some of the reasons which underlie the economic and social structure of society. Training emphasis was placed on pointing out the ambivalence and self-defeating processes within the poverty group itself, as well as the middle-class orientation of the larger society. The opportunity to examine their own feelings and attitudes and how they contribute to the present structure of society prompted the interns' personal involvement in exploring pathways toward personal and social change.

During these weeks, a major variation in learning styles was noted among the trainees: one part of the group was inclined to abstract readily, while another tended to relate more meaningfully to concrete material. There were also those who fell somewhere between these two poles. These differences sometimes intruded into the learning situation, with the result that some interns participated fully and others felt unable to make contributions. One group member tended to capitalize on the knowledge he already had and to engage in intellectual verbal games with the staff. The latter tended to respond in kind, which often resulted in a tangential two-way discussion of theoretical and philosophical concepts. At these times, the majority of the group sat back until the discussion ended, with their attitudes varying from polite attention to boredom. Finding ways of handling this kind of problem became a major topic for staff meetings and inservice sessions.

Toward the end of the fourth week and into the fifth, the mood of the group began to change. A general apathy seemed to set in. Symptomatic behavior took the form of lateness, extended use of telephone, failure to complete assignments, sleeping in class, and lack of involvement in and understanding of program materials. A meeting was held with the interns to discuss this behavior and its causes. At this meeting there was heavy pressure from the group for the staff to be more "authoritative," with the demand that they set some limits on intern behavior. Implicit was a request for sanctions and punishments to be imposed from above in response to their social testing. As the ramifications of the authoritative approach were explored, however, the group began to see self-discipline and responsibility as a preferable, if harder to attain, alternative. Members involved themselves actively in this session and expressed a desire for more such meetings. They seemed both relieved and innervated by engaging in establishing some ground rules and having the goals of training refocused and re-established with their participation. They expressed pleasure and some surprise that their behavior and involvement were of serious concern to the staff.

During the fifth week a majority of the senior staff had vacation time. Simultaneously, the training assumed an added dimension—that of demand for change on the part of the interns. (For some of the roots of this demand, see Chapter II.) Assignments were made, and failure to prepare the assignments was discussed in the group. Members were encouraged to take responsibility for drawing each other into the discussion and for stopping some members from intellectualizing or from dominating the discussions. Lateness was discussed as an issue in considering responsible behavior and commitment to the job. Attention was focused on after-hour activities and their relation to the image of a person involved in the field of human relations.

At this point, research sociometric scales were introduced; the instrument was heavily weighted toward those engaging in group work with children in their field placements. Results of the sociometrics were fed back to the group, including data on how individuals had voted. The interns had originally been told that only general results would be shared with the group. Initially, reaction to these results was minimal. Informally, however, the sociometric results assumed major importance, with members feeling betrayed and unpopular in the group. Individuals were hurt in many instances when their friends had voted for someone else. They tended to personalize the instrument and regard it as a popularity contest, and they viewed the detailed sharing of results as an invasion of privacy. One intern felt that it was unethical as an instrument and dysfunctional to group identity. He refused to take another. The group denied, however, that their selections would have differed had they known beforehand that individual voting results would be shared. Some animosities arose both on an individual-to-individual and group-to-group basis, i.e., Baker's Dozen interns vs. Urban League interns. Feelings around this issue smouldered for several weeks.

As staff demands for change increased, the interns began to turn on one another, expressing a great deal of hostility and resentment under the guise of, and almost parodying the notion of, honesty and a group's responsibility for its members. There seemed to be some underlying anger toward the staff which pervaded the group as well.

This anger seemed to be related to their feeling that instructors should have participated more actively in heading off any discussion that focused on personalities. The staff's failure to do so was interpreted by the group as an acting out of the staff's own negative feelings toward some individuals.

In some ways, the sociometrics had acted as a catalyst to release feelings of anger and frustration that were brought on by pressure for self-change and the increasing division of the group in their field placements. Also significant were the instructor's doubts about knowing how to proceed with the group. Responding both to these sessions and the requests of the interns, the instructors started to participate more in training sessions rather than sitting back and letting the chief instructor run the sessions. An interesting and critical point was reached when the interns now began expressing resentment at what they saw as being "taken over" by staff, in response to which they moved quickly toward accepting fuller responsibility for themselves and their behavior.

The issues underlying this period of conflict seemed to be: (1) a need in group sessions to focus around issues instead of personalities; (2) a need for methods of dealing with extreme individual reactions, such as threats of leaving the program; (3) questions about the place and effect of action research in the program; (4) the specialized training methods used, and (5) the complementary effects of the interaction between interns and instructors.

During the first weeks of the third month another crisis arose. An intern with a history of problems related to alcoholism had moved his place of residence to the vicinity of Baker's Dozen. After working hours, he had, while drinking, engaged in "unbecoming" behavior on the streets, and neighborhood people were discussing this with the other interns. The Baker's Dozen interns notified the training staff which, after ascertaining the facts, recommended the dismissal of the intern from the program. When this decision was made by the director of the program, it was brought back to the group for discussion. Reactions to the dismissal ranged from acceptance to guilt and anger.

Again, the Urban League interns felt separated from the main group and reacted with accusations and hostility until they were acquainted with the full facts. The discussion stemming from the dismissal centered around appropriateness of behavior in a program of this kind, ambivalence about "informing" on a group member, specific kinds of help the Institute could offer when personal problems arose, and the nature and ramifications of "covering up" and whether it aided or impeded the process of group and individual responsibility. It became clear, through their own admission in group sessions, that various interns had been "covering" for the dismissed trainee when he had slept or been drinking on the job. In fact, several interns had drunk with him and on occasion had brought beer to work.

It also turned out that individuals in the group had long been aware of his problem and had spoken to him about it at various times. In fact, this issue might not have been brought to staff attention at all, had it not been for a peculiar juxtaposition of circumstances: (1) a phone call from a citizen alleging that interns were having wild drinking parties, and (2) denial by the intern in question of the seriousness of his behavior, as well as the relationship of the behavior to his job.

As training continued in the third month, the emphasis shifted to termination of the field work placement at Baker's Dozen, and preparation for interviewing, selecting and beginning core group work with aides.

The question was raised as to how the Urban League interns could participate. It was felt that their experience in individual counseling would be invaluable in helping the group prepare for interviewing and in the actual interview process.

Reaction of the interns to interviewing the aide candidates was positive and enthusiastic. Both momentum and anxiety increased as aide groups were discussed and the process of selection got under way. The interviewing, in which tape recorders were used, went very smoothly, with the interns exhibiting poise, confidence and warmth to the applicants. When interviewing terminated, however, the interns were left with the problem of selecting a group of 43 aides out of the application population of 62. They had developed selection criteria which they felt were meaningful, including geographical location, educational level, length of time in Washington, D. C., number of dependents, and sex. When they attempted to use these criteria, however, they found them to be impractical, either because there was no significant spread along these dimensions or because relevant data were either missing or confusing (for example, some interns did not consider relatives other than the mother or father as "family").

Eventually, in cooperation with the research staff, the decision was reached to select a random sample with approximately equal numbers of males and females. A basic problem in reaching this decision was the feeling of various interns that some applicants needed the program more than others. For example, it was felt that dropouts were more in need of the program than high school graduates; that those currently employed were less in need than those who were unemployed; that applicants who acted "wise" or "tough" needed the program more than those who related passively, and that those who had children were more in need than those who were single. A major discussion arose regarding the question of need and how it could be assessed, which led to a restatement of the purposes and goals of the program, i.e., that it was essentially an experimental demonstration of various hypotheses, and not a service entity. It could not serve the purpose of a therapeutic or a welfare agency, but rather was concerned with testing the efficiency of this training program on a variety of people having a variety of needs, motivations, and backgrounds within the poverty population.

At the close of the three-month period, the interns were evaluated. This process consisted of a self-evaluation, supervisory evaluation and critical comments from senior staff involved in the program. The response of the interns indicated some anxiety and concern. Evaluation was looked at as a possibility for dismissal. For a number of reasons, the training program had generated a kind of atmosphere in which it had been assumed that none "failed" or was dismissed except for extremely deviant behavior. However, the policy of the training program (though not always made clear) was that irresponsibility, negligence, poor performance, etc., were issues that would be discussed with the trainees as areas and problems for growth and improvement. At various points in the program the trainees expressed sentiments such as: "When I get a job I'll act differently" or "In a regular job, I know I'd be fired for this" or "I wouldn't say this on a regular job." Any anxiety seemed to center on wanting to do well in the eyes of the staff and the peer group, rather than narrowly focusing on the possibility of dismissal from the program. Concern also centered on who would see the evaluations, and possible avenues of appeal. The evaluations, when completed, were shared with the interns in individual conferences, while additional evaluative material was included from on-the-job training performance.

Parenthetically, services of the casework consultant were requested three times in the first three-month period in reference to the dismissal of one intern, one exploratory interview for therapy, and one completed referral.

In summary, during this period, the group began to form the beginning of what might be called a professional identity. This could be seen in their changes in manner of dress and speech, as well as in their looking for reasons underlying specific behavior and a consideration of contributing factors to given situations. Interns began to think about alternatives in problem-solving and to consider their personal behavior in the light of job stability and their involvement with people in the community.

As they learned more about community structure, they began to consider the possibilities of their own impact and contribution. Their thinking seemed to be increasingly geared toward how they could affect existing problems and the alternative channels they might select for such activity.

They seemed to take on a new sense of responsibility toward the community and to examine themselves, each other, and persons they met in the light of what they contributed or were potentially able to contribute to the situation. The focus seemed to move gradually from preoccupation with self to concern for others.

As they moved into authority roles as group leaders and employment counselors, they tended to be less totally condemnatory of others in authoritative positions. In the process they began to individualize more and stereotype less.

Their growing ability to question, criticize and evaluate also reflected an increase in self-confidence. As their ideas were given serious consideration by the training staff and their peers, they became more aware of themselves as thinking persons and the responsibility this carries. Their demands for new knowledge increased as they progressed in their learning. Several interns began to think about and make application to college. A group of nine requested remedial instruction in addition to the training program. This action involved two major steps: (1) an expressed recognition of their academic deficiencies, and (2) active steps to overcome them. In other words, they not only accepted the professional role, but they also began to take steps to improve their functioning, based on their conviction that they could do so.

On the debit side, the division of the group of 15 interns into two units, each of which required specialized techniques, resulted in "factional" disputes and antagonism. While academic content was geared to both field settings, emphasis was clearly focused on youth groups, rather than on individual counseling. In this way, the program sometimes tended to play up individual conflicts rather than uniting the interns around common goals. Moreover, confusion often existed about the nature of the intern group, whether it should function as a class, a group, or some combination of both. Consequently, there were inconsistencies in the behavior and approach of the training staff, and a lack of clarity among the group members about the nature of what was required of them and their relationships with one another, accurately reflecting quite similar problems among the training staff.

Baker's Dozen

The ten interns who were assigned to Baker's Dozen to gain experience as recreational group leaders were in "the field" four hours per day. Supervisory responsibility for them was divided between two training staff instructors who had supervisory groups of five interns each. The purpose of the group the interns were to lead was to help the youth learn to make meaningful decisions and successully interact with others in the context of group decision-making processes. The interns' role would be to: (1) help the group arrive at decisions; and (2) help the youth adjust to group interaction. The base of operations was the Center. In order to have the youth (who resided within a five-block radius of the Center) identify with the agency, groups met and were dismissed from the Center, even if the activity for the day took place outside the Center.

As part of their orientation, the 15 interns visited Baker's Dozen on their first day of work and began their actual field work two days later. Before the interns came to the agency, two Baker's Dozen staff persons had started recruiting youth for the interns' groups, the majority of the children being former group members of social work students assigned to Baker's Dozen. When the interns entered the agency, however, some groups were at half strength–some leaders had no group members, and had to recruit additional youth, as well as contact those assigned to their groups. A procedure was set up so that supervisors from the Institute would help interview all the children the interns brought in. Through this method, some groups were brought up to an almost minimum strength. Initially, two interns worked jointly with one group which was composed of eight or nine youths.

Limited office space was made available at the Center to accommodate the 10 groups of youth led by the interns. The groups met four times a week, with one day set aside for a workshop and/or group supervisory conferences. Although a true workshop session did not materialize, the time was used effectively as an extension of supervisory sessions. Since space was at a premium, groups met in split sessions throughout the afternoon. Each meeting was written up by the intern, both to observe movement in the group and to help him evaluate his own effectiveness with the group.

As already mentioned, the interns were in the agency for a twofold purpose. They were to learn how to work with groups of youngsters, and they were to help the youngsters have an enjoyable summer. They were also to assist their groups in scheduling activities in which members were interested. This schedule was submitted weekly to a Baker's Dozen staff member, who tried to coordinate the activities of the ten different groups so that everybody would not plan to do the same thing at the same time. A master schedule of activities, including swimming, softball, basketball, pool, ping-pong, and movies was mimeographed weekly. However, both equipment and money for activities were in short supply, particularly during the first nine weeks of the program. This period was characterized by creativity and improvisation. For example, some groups walked to many places, some interns drove their members in their own cars, and some spent their own money in order to get their groups in various activities.

Other frustrations arose within the group when various activities which had been planned early in the training had to be cancelled because of conflict in schedules or lack of money. All the groups made an effort to adjust to functioning in a world where money is necessary. One girls' group had a bake sale; a boys' group gathered and sold clothes-hangers to neighborhood cleaners. Some interns spent their own money on the assumption that it would be reimbursed during the orientation period by Baker's Dozen staff. When they later learned this was not true, enthusiasm was dampened as this seemed to be one more in a series of disappointments. However, none became immobile as a result of what sometimes seemed an impossible situation.

About midway through the program, some of the groups dwindled to one or two members. This was a cause for concern, particularly since the leaders of these groups noticed that their peers were enjoying a degree of "success" with their respective groups. Interns whose groups were below the minimum of five members went back to the neighborhood to recruit additional members. Baker's Dozen staff helped by pointing out densely populated areas where children were not aware of the Center. Recruitment for the Center was a particular problem at this time due to many other programs in the area such as Widening Horizons, W.A.Y., schools and churches offering free lunches and vacation bible schools, playgrounds and the regular summer school. Despite this competition, the interns were able to attract more youth for their groups. The Institute supervisors interviewed these new youngsters and completed the appropriate agency form. The tendency to take the youth away from the intern who brought them in was lessened this second time. It was also decided that the agency would issue membership cards to group members. There was some question, however, about whether their identification was with the individual intern or with the agency.

The leaders started off at various paces. Those who had essentially intact groups (i.e., youth who knew each other outside the agency) had an easier time than leaders who started off with youth who didn't know each other. In addition to the interns' overcoming their own anxieties about their roles, there was some problem about cliques. An interesting example occurred when one group with two leaders was divided in half and the members of a clique already in this group were also divided. The boys protested by delivering an ultimatum to the interns' supervisor that either they stayed together or would all leave the program. It was finally decided to allow them to stay together. On the whole, however, those youth who started in the program remained throughout.

There was a wide variety of activities within the boys' groups, including swimming, baseball, basketball, fishing, peach-picking, barbeques, movies and hikes to a local park. The girls often went to movies and fashion shows, or went skating, baked, or just talked about "life" and problems. As the summer progressed, the activities became more varied and increasingly were held outside the neighborhood. The male groups, in particular, carried on almost all their activities outside the agency. Toward the end of the summer, all the groups went to a beach and to a national park for picnics.

The character of the groups varied widely. In viewing the dynamics involved, it is difficult to separate the leader from his or her group and vice-versa. As mentioned earlier, those groups which had been previously formed had an easier start. The intern in charge of the clique of boys mentioned above had not been able to involve them in making any kind of decision or new ways of looking at their own behavior. While his group went on many trips and in general had a good time, the leader commented that his role was really as "one of the boys." One of the female groups composed of girls from the same block had the same problem. It wasn't until the middle of the summer, when an internal rivalry almost split the group, that the leader was able to step in and begin to rebuild in terms of initial goals. The other female group did break up in the middle of the summer because of persons leaving town for camps, or lack of interest. This leader then recruited a new and larger group which remained strong throughout the rest of the summer.

The groups also had various ways of structuring themselves. All, except one, had a name and the majority had elected officers (including both female groups). All interns became attached to their groups, and some worked with them on weekends. Two continued to see their groups after training was completed.

Toward the end of this first phase of training, concern grew among the interns about what would happen to "their kids." Some interns felt their groups would not continue to come to Baker's Dozen because it had done nothing for them. Also, there was a "coolness" on the part of the Baker's Dozen staff that was interpreted to mean they were not interested, or did not care about the interns and their groups there. To compound some of the difficulties, a group of mental health aides started their training approximately six weeks after the interns had been at the Center. (This group was part of another project being carried on by the Institute and the interns felt that it received preferential treatment). The interns felt better about leaving their groups after they learned that graduate students from the School of Social Work would take over in the fall. Before leaving, they met with the agency director to express some of their feelings. The session was successful and the interns came away with a better understanding of the situation. For example, they had not known that Baker's Dozen was a part of the Institute in spite of the fact that this relationship had been explained during their orientation and had been frequently repeated.

Throughout this first phase, the interns were quite responsive to supervision. They originally expected the instructor to give them "the answer" for a tough problem and then felt this answer should work. When they were asked to help the instructor arrive at some possible solution or plan for resolving a problem, they accused him of not "telling" them anything. This method of supervision did not deter them from bringing issues to the sessions even though they were "surprised" that the instructors did not "know it all," and instead encouraged discussion around possible solutions. Initially, the interns were not too comfortable with disagreeing and proposing other solutions. This ability developed gradually, and only after they could "read the system" and saw this was expected of them.

Generally, the interns did learn something about group leadership, supervision and, perhaps more importantly, some of the kinds of problems that can arise in working with an agency. In spite of frustrations and conflicts they developed close relationships with their groups, and each had a chance to perceive something of his own efficacy in a new role before having to "officially" practice it as a core leader in the aide program. Much of this experience again points up the variety of issues that arise in arranging and carrying out on-the-job training placements and indicates the need to be aware of and plan for as many as possible prior to starting a program.

Urban League

The initial plan for training the five interns at the Neighborhood Development Center was to assign each to an Urban League counselor. An effort was made to involve the counselors in the Institute's training program by having them attend periodic academic sessions with the interns so that they would have some knowledge of the instruction given trainees.

Early in the program, however, friction developed between the counselors and the interns. The counselors, especially those who were relatively unqualified, saw the interns as threats to their own jobs. They reported to the training staff that interns were naive, immature, and could not counsel adults. As a result of this attitude, for one week interns were relieved of all counseling duties and were used as office boys. To solve this problem, a meeting was arranged between the Urban League, the United Planning Organization and the Institute.

The Assistant Director of UPO's Manpower Program redefined the issue, i.e., that trainees were in the true sense "interns" and could expect, if the quality of their work merited it, to advance to the full salary of counselor. Once this issue was clarified, interns were reassigned their caseloads, but under different supervision.

A problem also arose within the total intern group, that is, between Baker's Dozen and Urban League trainees. At one point in academic training, emphasis was on group dynamics and management. This was not relevant for Urban League interns, since they were not leading groups. To maintain their status in the overall group, the Urban League trainees compensated by talking about how important their jobs were, e.g., how they had to dress well at all times.

For about three weeks, training ran smoothly. The interns were active in Urban League staff meetings and helped in making agency decisions. Their caseloads increased rapidly and they became more and more identified with the agency. Training evaluations during this time were consistently in the "highly satisfactory" category. In the training group, however, the feelings and resentments about the different placements continued to cause problems. This was particularly evident in the behavior of one Urban League intern.

During supervisory discussion of the issue, it was pointed out that there was in fact unity in the larger intern group and that it was each member's responsibility to maintain this unity. The intern in question at first elected to leave the program over this problem. Following a group session with all the interns present, however, he decided to stay.

Throughout their on-the-job training at the Urban League, interns expressed opposition to being left out of decision-making, to being used as "moving men" and to not being addressed by their full names and titles, as were other counselors on the staff. Gradually they became aware that they themselves had to deal with these situations. For example, a roster was compiled by the Urban League listing each counselor by his full name, telephone extension and location. Interns were grouped together by last name only, under the heading "interns." They repossessed all the roster sheets, wrote in their full names, extensions and locations and redistributed the roster.

Situations like this made the interns recognize a need for more training. The impact of entering a professional position made them realize how important it was to keep accurate records, to establish rapport, and maintain confidentiality. The question of how much one should become involved in any one case arose and led to a consideration of the problems that too much involvement can generate. Perhaps most significantly, four of the five interns in this group were among the nine who asked for, and have been provided, remedial help in preparing for the entrance examination for D.C. Teachers College.

The training staff instructor functioned as liaison between the Urban League and the Institute in these ways:

1. Before training started, he explained the program to the Urban League counselors during one of their staff meetings.
2. He visited the agency weekly to see the interns at work, and discussed problems with their supervisors.
3. He attended agency staff meetings once every two weeks to see how the interns functioned in this situation.
4. He created a pleasant working atmosphere between the placement and training agencies by showing concern for agency goals.
5. He kept the Urban League informed of the Institute's weekly training schedules, making it possible for the agency to plan its own weekly program.

Chapter V

assessing performance

The purpose of a training program is to provide the trainee with the skills and knowledge necessary for adequate job performance. Accordingly, the trainer needs to ask, "What does the trainer need to teach?" while the evaluator needs to ask, "Did the trainee learn what was taught, and has it enhanced his job performance?" It is clearly easier to evaluate through testing whether learning has taken place than it is to demonstrate the effect of learning on job performance. To do the latter would entail a series of controlled situations in which learning input would be varied and performance closely scrutinized. This is difficult enough in a laboratory situation and even more so outside the laboratory. Nevertheless, the task of the researcher in the training program was to evaluate both the amount of learning and, to the extent possible, its effect on job performance.

The training staff, in addressing itself to the first questions (What needs to be taught?) outlined the curriculum presented in Appendix A. This curriculum covered these subjects: poverty, human development and problems of youth, group management, community resources, and individual counseling. One task of the research staff was then to develop instruments to measure learning in these subjects. Two such instruments were developed. (See Appendix B.) The first, an information test, was compiled from a series of sample questions submitted by the training staff responsible for instruction in the different subject areas. This test covered four major curriculum headings: human development, perspectives on poverty, local agencies, and individual counseling. The second test, a group process analysis, was constructed from a group protocol developed for instructional purposes. Several questions relating to an identification of the leader's role and mode of interacting with youth were extracted from the protocol and used to test the learning of principles and techniques of group management. In each case, the instructors provided a master answer sheet which was used as the basis for scoring the trainees' responses. Answers corresponding to those on the master answer sheet were given a score of plus 1, while those judged as disagreeing with the master sheet were given a score of minus 1. A difference between correct and incorrect or plus and minus scores was obtained, and this was the net score. The same procedure was followed in scoring both pre- and post-test responses. The differences in scores for the two tests were analyzed by means of a sign test, and it was found that the differences were no greater than could be accounted for by chance (Table 3).

Although statistically there was no significant increase in learning, it is clear from both an inspection of the individual scores and an examination of the pre- and post-test responses that most of the trainees did show improvement in their grasp of the materials presented during training. In the information test, for example, the trainees indicated an improvement in their ability to delineate and specify the psychological changes in the stages of human growth, and to a lesser extent, the social and emotional changes. In addition, they evidenced a marked increase in information about local agencies and community resources, and they proved exceedingly able to accurately identify the kinds of services offered by these agencies. On the other hand, they appeared less adequately equipped to accurately differentiate between an agency's official list of services and its capability to provide these services, and most seemed also unfamiliar

Table 3
GROUP PROCESS ANALYSIS
Sign Test: Net Pre- and Post-Test Scores

Counselor Interns	Net Scores Pre-Test	Net Scores Post-Test	Sign
Intern 1	0	-2	-
Intern 2	+6	+8	+
Intern 3	-6	+5	+
Intern 4	-2	+4	+
Intern 5	-5	+5	+
Intern 6	+5	+4	-
Intern 7	-7	0	+
Intern 8	+3	+7	+
Intern 9	+3	+6	+
Intern 10	+3	+8	+
Intern 11	+3	+6	+
Intern 12	+1	-3	-
Intern 13	+1	+2	+
Intern 14	+5	+3	-

with the mechanics of agency referral.

A considerable amount of learning was also evidenced in the post-test responses to the group process analysis instrument. Significantly, the trainees had assimilated a new terminology as well as an understanding of its correct usage. For example, the leader described as a "laissez-faire" leader was one who suggested and helped but did not push. In addition, they appeared more sensitive in analyzing the leader's role and in understanding the way in which it can influence and affect a group. For example, in the pre-test the leader's perception of his role was described as not too positive—very agreeable, and in the post-test as "being there to assist the boys when necessary; letting the boys know they could depend on him."

In many ways these instruments proved to reflect the intensity of training; those content areas which were well covered were adequately learned by the trainees, and conversely, those areas that were briefly touched on were poorly learned. Intensity of coverage, in fact, seemed to be a more important factor in learning than method of presentation of material which ranged from a straight lecture, to a lecture followed by a discussion, to a more direct exposure through field trips.

In their own evaluation of the training program, the trainees said that they preferred the latter two methods of presentation. They felt that some of the most interesting sessions were those in which the instructor presented the major ideas of his subject and then used the presentation as focus for discussion and exchange within the group. They also felt that field visits to community agencies were an exciting and involving way to learn about the range of services that an agency offers, and that it was valuable experience to get an inside view of the agency.

Although it is clear from the feelings of staff, as well as trainees, that the program provided a rich learning experience for the trainees, there were also some weaknesses in the curriculum.

Perhaps most striking, according to the trainees' evaluation, was the lack of an integrative framework and link for the various curriculum areas. Insufficient time was spent on providing an overall picture of the structure of the community and of the place of the service agencies within this structure. In addition, the role of the training program within the community needed to be spelled out earlier in the training program. It was also felt that some of the major curriculum areas were presented in a fragmented fashion, with too little time spent on the interrelationship between one area and another.

performance on the job

In order to evaluate the effect of training in on-the-job performance, a bi-weekly supervisor's evaluation form was developed to be filled out by the trainee's on-the-job supervisor. The trainees placed in the Urban League's Employment and Counseling Center program were evaluated by their job supervisors who were employees of the Urban League, while the trainees placed in the Baker's Dozen Community Mental Health Center program were evaluated by their supervisors from IYS. The evaluation form focused on the trainee's grasp of the operational context within which he functioned, his skill in performing the variety of tasks that were expected of him, the strengths and weaknesses he brought to the job, and changes noted in his performance over time.

As can be seen in Table 4, most of the interns (11 of 14) showed improvement in their job functioning during the course of the training program.

The interns' familiarity with their agency's goals and methods of operation increased over time, and, in addition, they showed greater commitment to their work and greater skill in performing their jobs. In spite of a considerable amount of growth and change observed, however, some of the trainees working with groups experienced insecurity in their roles as group leaders, and difficulty in understanding and appropriately responding to situations that developed in the group. Many of the trainees, regardless of field placement, had trouble with recording, and one of the most frequently cited weaknesses was an "inability to record descriptively." Most of the trainees, however, were considered by their supervisors to be serious and committed to their work. In the performance evaluation submitted by supervisors at the end of the first three months of training, all of the interns were judged to demonstrate creativity and initiative in performing their tasks, and more than two-thirds were regular and punctual in attendance, prompt in submitting reports, and responsible to their duties (Table 5).

It is important to point out, however, that there was really no set standard against which to measure trainee performance. In both of the settings in which the interns were placed for on-the-job training, the roles they ultimately were to perform were still being evolved. Job guidelines had been established, but many of the specifics had yet to be pinned down. In addition, the trainees represented a new kind of personnel to supervisors who were experienced primarily in supervising other professionals. Thus the crystallization both of job roles and expectations was affected to some extent by trainee performance. Testing out trainee roles in turn influenced supervisory standards and expectations.

The training staff supervisors, for example, had a lower expectation about the trainees' capability for handling group problems than the trainees had. With reference to a self-assessment instrument administered to the trainees, staff members anticipated that the trainees would feel unable either to handle a number of group problems or to handle them without the support of a more experienced person. The trainees' responses, however, indicated that the average trainee rated himself much higher. (The mean score of the trainers' perception was 1.8 as compared to a mean score of the trainees' perception of 3.0.) In a post-training retest, the trainees' perceptions indicated much greater confidence in the trainees' capabilities and closely approximated the trainees' own perceptions. (The mean score of the trainers' perceptions was 3.1 as compared to a mean score of 3.2 for the trainees.)

Table 4
SUPERVISOR'S EVALUATION OF TRAINEES' PERFORMANCE AT TWO POINTS IN TRAINING

INTERNS	POINT I	POINT II	CHANGE
1	2.6	3.5	+
2	1.7	3.2	+
3	2.8	3.2	+
4	3.0	3.0	0
5	2.6	2.8	+
6	3.3	3.7	+
7	1.2	3.2	+
8	2.4	3.2	+
9	3.3	3.5	+
10	2.6	2.4	-
11	2.6	3.0	+
12	2.5	3.2	+
13	2.9	1.2	-
14	2.9	3.1	+

The self-assessment instrument dealt with three kinds of roles that the trainees would be called on to perform. One was concerned with planning and implementing meaningful activities for the group and generating group interest and participation. The second called for the leader to deal with a variety of group problems that might develop in the course of the group's functioning. This included absenteeism, assumption of responsibility, and the development of group discipline and control. The third area consisted of situations challenging the leader's role in the group. As can be seen in Table 6, in the post-test, only slightly more than half the trainees indicated greater feelings of comfort in dealing with the whole range of group problems presented to them. Looking at these problem situations by category, however, one notes a slight increase in feelings of security in coping with situations that contain a direct challenge to the leader's role. (Pre-test mean of 2.6, post-test mean of 3.1; Table 6.)

Table 5
NUMBER AND PERCENT OF INTERNS HIGHLY RATED BY SUPERVISORS ALONG A NUMBER OF PERFORMANCE DIMENSIONS

Dimensions of Performance	Number of Interns Rated Good—Excellent	Percent of Interns Rated Good—Excellent
Creativity and Initiative in Performing Tasks	14	100%
Regularity and Punctuality in Attendance	11	79%
Promptness in Meeting Report Requirements	10	71%
Behaves responsibly towards Duties	10	71%
Seeks Clarification about Responsibilities	9	64%
Makes use of Outside Resources	5	36%

There are a number of possible explanations or interpretations of these data. One is that the negligible change observed in trainee self-assessments resulted from an inflated assessment in the pre-test and a more accurate one (based to some extent on a testing-out of skills in the on-the-job phase of training) in the post-test. It might also reflect, though this is not supported by other data (trainee evaluation of program and informational tests), a dissatisfaction with what the training program provided, and a feeling of not having learned anything. The change in supervisors' perceptions of trainees provides even more exciting food for thought and discussion. The initial low perception of trainees' skills and subsequent increase in this perception might reflect an accurate evaluation of trainees at the beginning of training and a recognition of improvement following the completion of one phase of training. On the other hand, it might reflect an inaccurate (maybe prejudicial) assessment of trainees in the early training period, and a more accurate assessment (based on systematic contact and observation) later on in training. It might also reflect the trainer's implicit commitment to training and its efficacy, so that the trainee, almost by definition, cannot be as competent before as he is after training.

The interns responded to the situation on the basis of a four point scale:

1. You feel you could not handle it without first discussing it with someone more experienced in running groups.
2. You would feel more comfortable if you had someone there to support you.
3. You feel you would find it difficult but probably could handle it.
4. You feel that you could handle it without too much difficulty.

In summary, it has been suggested that most of the trainees demonstrated a considerable amount of learning in most of the major curriculum areas covered, and that learning was more related to depth and intensity of coverage than to method of instruction. In addition, the trainees' supervisors felt that the trainees had shown improvement in their job performance, in their grasp of agency operation and procedures, and that they evidenced real commitment to their work. Problems with detailed and descriptive recording were indicated as a fairly pervasive weakness among trainees, while regular-

Table 6
MEAN SCORE OF RESPONSES BY CATEGORY OF QUESTIONS INCLUDED IN COUNSELOR-INTERN SELF-ASSESSMENT INSTRUMENT

Interns	Pre-Test Category of Questions*			Post Test Category of Questions*		
	I	II	III	I	II	III
1	2.3	2.9	1.7	2.7	3.2	2.7
2	3.7	3.5	3.2	3.7	3.4	3.2
3	3.3	3.4	2.7	3.0	3.6	3.0
4	4.0	3.6	2.3	4.0	3.9	3.7
5	2.7	3.5	2.7	4.0	3.4	3.0
6	3.3	3.2	2.8	4.0	4.0	4.0
7	4.0	3.5	2.5	3.7	2.6	3.7
8	3.0	4.0	3.3	3.3	3.6	3.5
9	3.7	2.9	1.5	3.7	2.9	1.8
10	4.0	3.7	3.0	3.7	3.4	3.3
11	3.7	3.3	2.5	3.7	3.0	2.3
12	2.3	3.3	2.2	3.7	3.5	3.5
13	2.7	3.6	3.0	2.3	1.9	2.7
14	2.7	3.6	2.8	3.2	3.5	3.2
Overall Mean	3.2	3.4	2.6	3.4	3.2	3.1

*Category I refers to the leader's feelings about planning and implementing group activities and generating group interest and participation.

Category II refers to the leader's feelings about handling problems of group discipline and control.

Category III refers to leader's feelings about handling situations directly challenging his role and status in group.

ity and punctuality in attendance proved to be a problem for about a third of the group. Supervisory expectation of trainee capability increased over the course of the training and came to more closely approximate trainee self-assessments.

Although improvement in trainee performance as a result of training is noteworthy, the real test of success in training occurs once the trainees leave the protected atmosphere of the training institution and independently function on the job. The results reported above, with the exception of the evaluation given the trainees placed as employment counselors at the Urban League Neighborhood Development Center, were based on performance assessment in job situations approximating ones that the trainees would fill at the end of training. This being the case, it is conceivable for a trainee to function poorly in his training assignment, and quite satisfactorily in his post-training position. Of course, the converse of this can be equally true. Thus, this evaluation must be viewed as an interim one, dealing largely with performance in training roles, and having perhaps little predictive value for other roles in other settings.

Table 7
PRE- AND POST-TEST ANALYSIS OF CHANGES IN RESPONSE TO SELF-ASSESSMENT INSTRUMENT

Intern	Pre-Test	Post-Test	Change
1	2.4	3.3	+
2	3.4	3.3	-
3	3.2	3.3	+
4	3.2	3.8	+
5	3.0	3.3	+
6	3.2	3.0	+
7	3.3	3.2	-
8	3.6	3.5	-
9	2.6	2.8	+
10	3.6	3.4	-
11	3.1	2.8	-
12	2.6	3.5	+
13	3.3	2.3	-
14	3.1	3.4	+
Overall Mean	3.0	3.2	

summary

Rather than recapitulate the major findings of the program, we will attempt to point to some general issues that were raised, and to consider their implications both for replication and for change. This will involve the use of data and findings from the last two phases of the program which are still being gathered and analyzed. Some tentative conclusions, however, can be drawn.

It is already clear that, as in a number of other training programs for disadvantaged youth carried out by the Institute for Youth Studies, risk category assignment did not accurately predict successful on-the-job performance. That is, whether a trainee was initially judged to be well- or ill-suited for counseling activity did not always correlate with ratings of his actual functioning later in the job setting. We have, of course, long known that such prediction is minimally effective under the best of circumstances. Under conditions in which persons from a population about which not much is known are trained for new jobs which are themselves not clearly defined, the problem is greatly compounded.

As already pointed out in the report, it is possible that initial ratings tend to be based more on a generalized ideal of how a person should or should not act in the role for which he is to be trained than on any valid assessment of actual capability. When this ideal then permeates the training program and evaluation of trainees, there is some likelihood that initial predictions will be correct, in the form of a kind of "self-fulfilling prophecy." When this ideal is critically and continually examined, revised, and perhaps even discarded in light of actual activities and performance, there is a much greater likelihood of "unknown" talents coming rapidly to the fore.[1] There is some indication that this is what took place, as seen in the change in the instructional staff's expectations about the trainees during the first three months (their seeing them as becoming more capable as the program progressed) while the trainees' own expectations for themselves remained fairly constant. Certainly, this is a theme many times repeated in the account of the program, with its emphasis on challenging long-standing premises and notions of both staff and trainees in a group context. It underlines the importance of not arbitrarily screening individuals out of programs such as these on the basis of background data or even initial interview material alone.

Within broad limits, there are a great number of individuals within the disadvantaged population who may not "pass" on particular measures, using commonly held criteria, but who have a great deal to contribute to the human services. The exact nature of the interaction between expectational bias, as embodied in selection criteria, staff attitudes, training program structure, evaluation instruments, etc., and actual trainee performance has yet to be fully specified and understood.

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[1] This is an extremely important finding, confirmed repeatedly. It has direct bearing on issues of recruitment and selection and is an important consideration to present in the face of sterotypes as to who is "qualified" or "able" to benefit from New Careers training and help "vulnerable" populations in human service activities. It confirms the importance of screening in, rather than screening out on the basis of pre-existing selection criteria which are based on little, if any, objective data.

It is noteworthy, in this respect, to look at the trainees' response to the intensive phase of the program. Clearly, a great deal was learned, not only in terms of content, but also in terms of style. Moreover, the amount of learning was more a function of intensity of coverage than of style of presentation. It does not seem to be merely a matter of repetition, however. Rather, it appears to stem from the chance to go over the same material in a variety of different contexts, and being able to relate a given item of learning to a number of different things and situations. It is therefore not surprising that a major complaint of the trainees was over the lack of an integrative structure to the program. One look at the curriculum indicates that training covered a variety of semi-discrete topics, somewhat loosely held together by a projection of what input was necessary to "create" a youth counselor.[2] This problem was undoubtedly compounded by the fact that the instructional staff were new, and were themselves learning how to integrate the material. Even were this not the case, however, experience suggests that this first intensive phase of training might be better spent with a more restricted range of curriculum topics, but covered in greater depth and with a greater emphasis on providing the trainee with an integrated and basic core of knowledge. Effective counseling, as defined in the preface to this report, cannot be completely "taught" in one short period of time, particularly in terms of the range of inputs the counseling person may be required to bring to the group. Opportunities for expanding on the core and moving into new areas should be built into later phases of training and performance to a greater degree than was done in this program.

While one side of the "expectations" issue has been mentioned, there is another that must also be brought out. The program atmosphere was one deliberately chosen to demand a standard of performance and learning not usually ascribed to the population from which the trainees were selected, nor to the trainees' level of preparation. The "pay-off" in the approach is evident in the earlier discussion of risk-assignments and in the general findings of learning and performance evaluations. As such, the approach served as an effective model for the trainees in their own work with disadvantaged youth, and raised (as do all programs of this sort) some important questions about preconceived ideas of who can do this kind of work and what the disadvantaged are capable of. This kind of approach, however, also has certain pitfalls that deserve mention.

Some of these problem areas are hinted at in the discussion of performance evaluation. Supervisors tended to see good to excellent performance in the areas of creativity and initiative, familiarity with agency goals, and commitment to, and greater skill in, job performance. While much of this is undoubtedly true, we cannot overlook the possibility that these ratings also might reflect a kind of "surprise" at the trainees' abilities, particularly when compared to the performance of professionals—a "surprise" born of the fact that there were really no standards against which to compare the trainees and, again, that they exceeded "expectations" for the population. On the other hand, trainees did have difficulty in "understanding and appropriately responding to situations that developed in the group," in punctuality and attendance, in "descriptive recording," and in "making use of outside resources." In other words, while the trainees were globally seen as capable of doing the work effectively, they simultaneously appeared lacking in several major skill and behavioral areas necessary for the job. The dissonance thus created raises a crucial issue of whether or not the need to maintain an idealized expectation can hamper program staff and trainees from appreciating the real demands of job situations, thus causing another kind of difficulty.

Some corroboration for this was evident in the later phases of the program. On one hand, the trainees were generally effective in establishing relations with the client population, in carrying out well delineated agency plans, in gathering information and maintaining contact. They were often able to come up with solutions to client problems in fresh and direct ways that were surprising to "seasoned" professionals. On the other hand, they were constantly plagued by problems of recording what they had done, understanding and dealing with impasse issues with their groups or clients, relating to professional personnel and institutional structures, and defining their own roles in a meaningful way. Again, part of the problem lies in the "expectation" issue, that of allowing a demand for greater competence and ability and its partial corroboration to distort the perception of the trainee and his role. In this program, this was even more compounded by organizational needs for the trainees, after their initial training phase, to move quickly into the status of near-professionals and function simultaneously at a variety of complex tasks, i.e., gathering research data, carrying on liaison with agency professionals, program planning, as well as everyday counseling activity. The paradoxical danger in all of this is the reaction to the disappointment that can set in on the part of professionals when these often unrealistic expectations are not met.

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[2] This projection was very much determined by the way this particular program was originally conceptualized and scheduled. A corps of well-trained workers had to be prepared in a short period of time in order to take on major responsibility for carrying out an extensive aide-training program. The pressure of this kind of commitment and the performance expectations it created had a decided effect on how the scope of the training for the interns was conceived.

This can lead to a more restricted definition of the nonprofessional's role than is really necessary or called for, or a reversion to a more "therapeutically" oriented approach to the trainees who are now seen as showing their "pathology" when failing to function or functioning in an unrealistically "unhealthy" manner.

This suggests the need for several important qualifications in training programs such as the one described. Most important is the need for a continual kind of clarification and definition of the job role for the nonprofessional, based on realistic assessments of what he can offer, what is needed on the job, and who can best do it. This is not an easy task, and requires careful and honest balancing of open-ended expectations about the individuals' capabilities with an appraisal of actual skills and job demands. Particularly when the job is one in the generally undefined area of "counseling," there is all the more need to carefully assess differences between the roles of the professional and nonprofessional, and to build a progression of experience, education and growth into the design of the program. The continued development of programs such as this will probably shed more light on this problem, and perhaps lead to clearer role definitions and institutional arrangements than can now be approximated.

It does underline the need, however, for careful evaluation of such programs, and importantly, for good supervision. By this we mean that initial training must be seen as just that, and that continued growth on the job requires continual and easily available access to professional support, education and guidance. One of the problems in this and other programs is that too often the professional sees his job as trainer and supervisor as something additional, something tacked on to his other duties, with the tendency to view and judge the nonprofessional after his initial training as a "finished product." It is rather the case that initial training and continuing supervision are part of the same process, requiring adjustments on both sides if the teaming of the professional and nonprofessional is to be at all effective, and not pervaded by frustrating assumptions of performance, skills, and role. (Some of this mutual growth and change did take place during the first three-month period. Pressures and problems of the ensuing phases, however, placed some restrictions on the further development of the process.)

This brings up a last point, and a critical one. The three-month data in this report indicate, and further experience confirms, the fact that some extremely basic skills which professionals tend to take for granted remain a problem area for the trainees, i.e., recording, report writing, exam taking, etc. Some nonprofessional training programs tend to downplay these difficulties in favor of emphasizing what the nonprofessional can uniquely offer, things such as spontaneity, communicative talent, problem-solving skill, and directness of approach. It is our contention that, while the latter are important, they do not override the real need to prepare the trainees, both individually and as a group, in terms of basic skills and attitudinal requirements. It has been our experience in other programs that, in fact, it should be a major tenet of the training approach to make the trainees aware of these skill demands and of their relevance to successful job performance. This can be done without duplicating the "schoolroom atmosphere" which the aides are supposed to have rejected.

This does not mean reverting to some traditional model of "job conditioning" or "skill preparation." The challenge is to integrate meaningful remedial activities and learning into the training program and to work for success in all areas, rather than concentrate on a few, more easily attained goals. Training programs of the type described often rely on various kinds of "domino theories," that is, they are directed toward working on one particular aspect of the trainee's learning, functioning, or personality, under the assumption that all others will fall in line and be affected. It was to overcome such simplistic notions that an emphasis was placed in this program on linking classroom training to job performance, rather than relying heavily on concentration in one area to affect the other. The same kind of integration must also be done with basic skills, particularly if the trainee is ever to move into the wider arena of position exams, certification requirements, and professional mobility. It should also make program staff much more cognizant of the importance of carefully assessing the special skills required to carry out a particular nonprofessional job, rather than lumping all such jobs together in a fantasied estimate of "what the indigenous nonprofessional can do."

A great deal was learned from this program; a great deal remains to be followed up and analyzed. That the counseling interns could learn to work effectively is clear, although a more exact specification is needed of just what it is that the interns are prepared to do after this initial training. What also remains to be assessed is how and under what circumstances to make maximum use of the trainees' effectiveness, in terms of both organizational goals and their own personal development.

appendix a

phase 1: curriculum

Perspectives on Poverty (20 Hours)

Many poor people have intimate knowledge of their own personal poverty, but very little knowledge or understanding of poverty as a national or even a larger community problem. They know "how it is" in their own neighborhood but because of their lack of opportunity to travel and because of the scarcity of information coming into their ghettos, they have very little understanding of poverty and its impact on a nationwide basis. The poor Negro in Philadelphia has little understanding of the poverty faced by the migrant worker in California. By the same token, the poor white in West Virginia has little understanding of poverty in Chicago's ghetto areas.

By introducing reading material, guest speakers, and thoughtful discussion, we hoped to broaden the perspectives of the trainee with respect to poverty. We wanted him to understand poverty as a national problem and as a personal problem influencing the lives of his friends, family and clients.

Readings included:

1. *New Perspectives on Poverty.* A. B. Shostak. (Paperback)
2. *Manpower Report to the President,* March, 1965, U.S. Labor Department.
3. *O, Say Can you See.* Helen Stern. (Paperback)

Topics covered in the course included:

1. Historical causes of poverty.
   A. Social.
   B. Economical.
   C. Political.
2. Who are the poor?
   A. Demographic characteristics.
   B. Strengths and weaknesses.
   C. Poverty as it affects individuals.
3. Problems of the poor and an evaluation of specific interventions.
   A. Birth control, population problems.
   B. Educational reforms.
   C. Medical care including mental health services.
   D. Job-training and job-finding.
   E. Welfare.
   F. Housing problems—urban renewal, public housing—housing code enforcement.
4. The War on Poverty.
   A. Quality of the interventions.
   B. How long will it last?
5. Middle-class society re: the poor.
   A. Do they care?
   B. Do-gooders—a term of derision?
   C. How much power do they control—can they be pushed too far?
6. Local conditions.
   A. Characteristics of the job market.
   B. How well does the school system meet the needs of its students?
   C. Characteristics of the housing market.
   D. How effective is the welfare program locally?
   E. Police-community relations.
   F. Are the poor concerned, apathetic or militant?

Human Development and Problems of Youth
(20 Hours)

A discussion of the highlights of normal growth and development with emphasis on the interactions between the developing individual and the psychological context in which he functions. Consideration was given to the problems he encounters and the typical range of solutions he utilizes. Attention was also given to recognition of common deviations in development and behavior and to various types of intervention.

Lectures, group discussions, films, and readings served to enable the trainees to gain an elementary grasp of theories of human behavior as they relate to the field work experiences that are a concurrent element in the training program.

Readings included:

1. *The Adolescent in Your Family.* U.S. Printing Office.
2. *Your Child from Six to Twelve.* U.S. Printing Office.
3. *Your Child from One to Six.* U.S. Printing Office.
4. *The School Dropout.* National Education Association.

Course content included:

1. *A Survey of Normal and Abnormal Development:* developmental landmarks, critical junctures, psychological changes, basic processes.
2. *Major Issues in Psychological Development, and their Bearing on Contemporary Problems of Youth:* early deprivation and stimulation, child rearing and family styles, school and learning, peer group relationships, etc.
3. *Adolescence:* normal and abnormal, including a consideration of the contemporary adolescent in a variety of settings, problems of authority, sex role, work and identity.
4. *Common Psychopathology in Children and Youth.*

Group Management
(20 Hours)

The basic method used by the interns is group counseling. This course was concerned with understanding basic group dynamics, methods of group management, and typical maneuvers of adolescents. Protocols and readings were discussed and the experience of the seminar itself was observed. Interns were asked to relate incidents from their field work and on-the-job training groups for analysis.

Course content included:

1. Basic definitions of groups.
2. Properties of groups relevant to group counseling.
3. Different kinds of group counseling:
   A. Orientation groups.
   B. Core groups.
   C. Remedial groups.
   D. Recreational groups.
   E. Treatment groups.
4. Group Stages:
   A. Beginning the group.
   B. Phases of problem development.
   C. Group cohesion.
5. The role of the leader.
6. Group maneuvers.
7. The importance of evaluation in the refinement of group management.

Field Work Integration
(38 Hours)

The overall context of this part of the program was group supervision. The counselor interns discussed their groups, the aide program, or any other problems which affected the training program. Continued emphasis was on maximum interaction among the interns, with the supervisor giving pertinent information or possible alternative solutions to a situation. The supervisors obtained the background information for their sessions primarily from other training and research staff members in periodic feedback meetings, from counselor interns, aides, tapes and/or transcriptions of group sessions, log books, and staff of on-the-job training agencies.

The goals of the field work integration were:

1. To help the trainee increase his sensitivity to the dynamics of both the interactions between worker and client and the mutual interaction of the client with his environment.
2. To help the trainee develop his self-awareness and his ability to use himself as an instrument to help others.
3. To develop in the trainee a feeling of security that will enable him to allow the client or client-group to make its own decisions while making sure that they understand the consequences of such decision-making.
4. To develop within the trainee the capacity to admit his own mistakes.
5. To familiarize the trainees with the purpose of administrative structure, policies and procedures; to help the trainee utilize the administrative structures to accomplish programmatic goals.
6. To develop, within the trainee, an awareness of his own roles and the roles of others in the agency.
7. To enable the trainee to develop the capacity to seek and find information he requires to accom-

plish program goals.

8. To develop, within the trainee, the ability to communicate relevant information to persons designated by the agency.

Remedial Skills
(14 Hours)

Many of the clients with whom the counselor interns will work will have been poor students in school. As a result, the majority of them will have reading problems. It is important that training include the development of remedial skills so that the intern will be able to help his clients learn to communicate effectively, and/or incorporate remedial techniques into their functioning.

Community Resources
(10 Hours)

The Community Action Program (CAP) is mounting a series of major programs designed to prevent poverty and to combat its effects where it presently exists. It is vital that the trainees understand the nature and scope of the CAP program since it represents a significant opportunity for many poor people to improve their situation in life. Appropriate professionals from each of the following component programs under CAP explained their programs to the trainees:

1. Employment Program
2. Model School System
3. Job Corps
4. Neighborhood Youth Corps
5. Neighborhood Development Center

Community Resources
(48 Hours)

The community offers a wide variety of services to people with specific needs or problems. Many of these services are unknown to the youths that the trainees will be serving. If the intern is to offer his clients a wider range of alternative solutions to problems, he must have a good working knowledge of the services available to the community.

In order to provide trainees with a maximum knowledge of community resources, arrangements were made for them to visit a number of community agencies. Individual trainees were assigned to visit specific agencies. Each trainee interviewed an agency staff member, prepared a written report, presented the report to the class, and led a discussion about the agency.

I. Format for Interview:
   A. Name of agency
   B. Location
   C. Auspices
   D. Source of funds
   E. Stated function
   F. Specific agency services
   G. Description of client population
      (1) social class
      (2) race
      (3) geographical location (particularly "pocket of users")
      (4) age
      (5) presenting problems
      (6) other problems
   H. Eligibility criteria
   I. Size of staff
   J. Staffing needs

II. Agencies visited:
   1. Settlement houses.
   2. Church-related social welfare agencies.
   3. Department of Public Welfare.
   4. Voluntary family service agencies.
   5. Alcoholic treatment centers.
   6. Residential centers for dependent and/or delinquent children.
   7. Juvenile Court.
   8. Youth Division of the Police Department.
   9. United States Employment Service youth centers.
   10. Planned Parenthood Association.
   11. Public Housing Authority.
   12. Urban League.
   13. Traveler's Aid Society.
   14. Vocational Rehabilitation Agency.
   15. Salvation Army.
   16. Red Cross.
   17. YMCA, YWCA.
   18. Legal aid programs.
   19. Bureau of Public Health Nursing.
   20. Homemaker Service.
   21. Maternal and child health service agencies.

Individual Counseling
(18 hours)

During the course of their training, interns found it appropriate to provide counseling on a one-to-one basis. To this end, a series of nine sessions was devoted to individual counseling. Group discussions, readings, visual and auditory aids were used.

Readings included selected papers and *Guidance and the School Dropout,* (NEA).

The basic goals of the course were to help the intern:

1. Understand the problem.
2. Present a variety of alternatives to his client.

3. Help the client seek his own solution.
4. Make appropriate and effective referrals.

Specific concepts dealt with include:

1. The nature of objective and subjective fact.
2. Problems involved in making judgments.
3. Ambivalence.
4. Rapport.
5. Self-awareness and and the control of feelings.
6. Acceptance.
7. Confidentiality.
8. Dependence and independence.
9. Manifest and latent problems.

Research and Evaluation
(20 hours)

During the interns' participation in the training program they were members of a research team whose mission was to evaluate the Institute's application of the New Careers principle. They collected data, kept records, helped select aide candidates, and continually evaluated their own practice.

To enable them to play a meaningful role on the research team, they received 20 hours of instruction in basic research techniques. The trainees were taught the basic concepts of action research, the principles of quality control, and the importance of working with other members of the research team.

Related Readings (all by Institute for Youth Studies):

1. *Design for Counselor Intern Evaluation.*
2. *Design for Aide Training Evaluation.*
3. *Manual of Research Instruments and Procedures.*
4. *Training Report C.S. #13–Designs for Evaluation of Training Programs.*
5. *Community Apprentice Report.*
6. *Pre-School Aide Report.*

Research and Evaluation:

1. Purposes of Training Evaluation:
   - A. Development and refinement of training models.
   - B. Evaluation of training program in terms of its rehabilitative value for disadvantaged youth.
   - C. Development of a body of data on youth in the working situation.
   - D. Program monitoring–feedback for training staff (to keep program honest).
2. Overview of Evaluation Design: Input–Intervention–Outcome Model
   - A. Input data.
   - B. Intervention data–Role of training staff.
   - C. Outcome data
     - (1) Kinds of data
     - (2) Methods and problems of collection
     - (3) Analysis.
3. Review of Previous Aide Evaluation:
   - A. Community Apprentice Program
   - B. Pre-School Aide Program
4. Overview of Evaluation Design for Aide Training.
   - A. Evaluation procedures.
   - B. Evaluation instruments.
   - C. Role of training staff in evaluation.
5. Development of Skills in:
   - A. Interviewing
   - B. Observation and recording

Role of Core Leader in an Aide Training Setting
(4 hours)

Many of the interns find themselves in the role of core group leader during the course of their training. This role is a new and relatively demanding one which requires a firm understanding of agency structure, professional and nonprofessional roles.

Much of the interns' training in this area took place in their field work and OJT settings; however, the basic principles of bureaucratic structure in a human service agency were discussed in class early in the program.

Field Work
(220 hours)

The goal of the field experience was to provide the interns with a controlled practice experience. During this course, the trainee was helped to integrate the material taught in the classroom with his own developing skills in working with people. Experiences in group and individual counseling were provided. As much as was feasible, the intern functioned as a staff member of the agency in which he was placed.

appendix b

instruments for training

Howard University
Institute for Youth Studies
Washington, D. C.

Interaction Questionnaire
Instructions and Design

This questionnaire was constructed to assess two dimensions of the group leader's and group member's interaction in the core group sessions. Your observations of the group will be focused on whether the group leader initiates or responds to group discussion and on the group's reaction to his behavior.

Each dimension (i.e., initiating and respondent behavior) has been defined with behaviors which best describe it.

Your tasks are the following:

1. Observe the interaction between the group leader and group members.
2. Begin your observations with the number "1" to indicate the first behavior which occurred, and follow consecutively. For example, if the group leader starts the discussion by asking someone a question and a person responds to the leader, then write in the block under the group member's response a "1" with an arrow (⇆). If a group member asks a question of the leader, the arrow should go to the left (⟵) in the appropriate box. If a member directs his question to the group, the arrow goes up (↗). To indicate that the group leader asked a question and a member directs his response to the group the symbol is (⟶↗). The symbol for expressing that the question was directed to the leader but a member responded is (⟵↗). All arrows indicate the direction of the initiating behavior, so that the basic symbols are: ⟶, initiating toward groups; ⟵, initiating behavior from the group; and ↗, initiating behavior from group which is group-directed.
3. Be sure to keep your number sequence and symbol correct since this alone allows the researcher to keep up with the pattern of interaction. The arrows must indicate what happens first. For example, if the leader asked a question of the group and a group member responded, the symbol is (⇄). But if a member questions the leader first, the symbol is (⇆).
4. Each time job-related issues are discussed in the group, you need a new interaction sheet. Make your observations as detailed as possible. You may write your comments in the space provided.
5. On a separate page you have a sheet for decoding the instruments. Notice that to the left of the page, the column is headed *group leader's behavior* and that the right column represents the group members' behavior. Start with the number "1" on your interaction analysis sheet and define the symbols. When you have finished this, you must then determine whether the group leader's style of handling his group was directive or indirective. Since each behavior has been precoded, you need only refer to the top of this sheet for the numbers which indicate "directive behavior" and those which indicate "indirective behavior."

Interaction Analysis

	No one responds	Someone responds	A person responds but others are talking	More than three respond	Nonverbal behavior (giggling, sighs, etc.)	Person responds to peer	Someone asks a question	Silence among group	Person to whom question was directed is silent
1. Changes focus of discussion									
2. Calls on a person									
3. Asks the group to comment									
4. Points out that the group should be talking									
5. Poses an issue to group									
6. Gives information asked									
7. Solves problem or issue									
8. Refuses to handle issue at times									
9. Requests group to stick to issue at hand									
10. Asks if anyone wants to talk									
11. Questions group on lack of discussion of problem									
12. Questions members indicating lack of participation									
13. Silent									
14. Tells group implication their behavior or discussion has without offering solution									
15. Comments on issue without solving									
16. Doesn't acknowledge a statement									
17. Explains his purpose is not to give answers									
18. Restates problem opening to group									
19. Suggests that someone responds									
20. Offers variety of solutions									

Institute for Youth Studies
Howard University

Aide Ratings of Group Leaders

Name of Aide ____ Date ______________

Name of Group Leader ______________________________________

INSTRUCTIONS:

Each of the 10 following questions has things that your leader does in your group meetings and each question has things that he does not do in your group meetings. Read each item carefully, and answer *YES* if he does it; *NO* if he doesn't do it; and *I DON'T KNOW* if you are not sure. Answers should be written in blank on the left of the item.

Remember: Each item in each question should be answered YES or NO, or I DON'T KNOW.

1. Which problems can your group leader best understand?

______ a. Problems about your work.
______ b. Problems about your family.
______ c. Problems about the other group members.
______ d. Problems in the community.

2. Which of the following does the leader do in group meetings?

______ a. Tells group members what to do.
______ b. Keeps quiet and only speaks when he's spoken to.
______ c. Keeps quiet all the time.
______ d. Encourages other members to talk.
______ e. Picks on people in group.

3. Which of the following does the leader do with decisions?

______ a. Makes decisions for the group.
______ b. Encourages the group to make decisions.
______ c. Has nothing to do with the decisions being made.
______ d. Ignores group suggestions.
______ e. Changes group decisions.

4. Which of the following does the leader do best?

______ a. Gives a lot of helpful information about the job.
______ b. Gives a little information about the job.
______ c. Always asks for information about the job from the group and never gives any himself.
______ d. Says nothing at all to help on the job.

5. When you ask the leader for some information what does he do?

______ a. Tells you he does not know.
______ b. Tells you to wait until next time.
______ c. Answers you right away.
______ d. Pretends he doesn't hear you.
______ e. Asks you what do you think is the answer.
______ f. Asks the group to answer your question.

6. When you don't understand something, how does the leader deal with it?

______ a. Asks you why you don't understand.
______ b. Tells you to find out yourself.
______ c. Suggests you ask the other group members.
______ d. Doesn't give help.

7. When you say something that nobody in the group understands, what does the leader do to help you communicate?

_____ a. Tells you to explain.
_____ b. Sometimes he explains and sometimes you explain.
_____ c. Says nothing about it at all.
_____ d. Begins to comment on it before other people talk.

8. Whenever there is a group conversation going on, what does the leader do?

_____ a. Stops it and talks about other things.
_____ b. Says nothing; just listens.
_____ c. Talks occasionally about what the group is talking about.
_____ d. Daydreams or looks disinterested.

9. When you have a job problem, what does the leader do?

_____ a. Solves it for you by talking to supervisor.
_____ b. Suggests you tell the group and let them help.
_____ c. Ignores it and goes on to other things.
_____ d. Tells you to discuss it at another time.
_____ e. Suggests ways to handle it.

10. When the rest of the group members dislike something you say or do, how does the leader handle it?

_____ a. Straightens it out by talking it over with the group for you.
_____ b. Lets the group straighten it out.
_____ c. Tells the group to forget it and goes on to something else.
_____ d. Asks you why you said it or did it.

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Counselor Intern Training Program
Questionnaire

Name _______________________________________ Date ______________

INSTRUCTIONS:

A wide variety of situations calling for different sorts of skills is listed below. For the purpose of assessing your needs in training, we would like you to be as honest as possible in responding to the questions.

We have provided below four possible feelings you might have about handling the range of situations that develop in a group. For each situation encircle the number which most closely corresponds to how you would feel.

1. Feel you couldn't handle it without first discussing it with someone more experienced in running groups.
2. Would feel more comfortable if you had someone there to support you.
3. Feel you would find it difficult but probably could handle it.
4. Feel that you could handle it without too much difficulty.

1. A situation in which the group is openly hostile to you. 1 2 3 4
2. Planning and implementing a schedule of activities for the group. 1 2 3 4
3. Dealing with excessive absenteeism from meetings. 1 2 3 4
4. Keeping the group focused on discussing issues that are sensitive to members. 1 2 3 4
5. Getting group members to assume leadership in group. 1 2 3 4
6. Openly reprimanding a group member. 1 2 3 4
7. Getting good group participation in discussion. 1 2 3 4
8. Getting the group to assume responsibility for its members. 1 2 3 4
9. Holding meetings consistently meaningful to members. 1 2 3 4
10. Dealing with an excessive amount of disruptive side conversations in the group. 1 2 3 4
11. Getting the group to make and follow through on decisions. 1 2 3 4
12. Getting the group to discipline its own members. 1 2 3 4
13. A situation in which the members are obviously baiting you. 1 2 3 4
14. Getting the group to reconsider an action which goes against the group's best interests. 1 2 3 4
15. Dealing with a group member who constantly tattles on other group members. 1 2 3 4
16. Dealing with a group problem in which you have obviously taken the wrong position. 1 2 3 4
17. Dealing with a leader in the group who exerts a negative influence on the group. 1 2 3 4
18. Dealing with a group member who continually challenges your position in the group. 1 2 3 4

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Instructions for Rating Counselor Intern Applicants and for Determining Risk Assignments

1. For each item indicate with a "yes" or "no" whether the applicant demonstrated the quality referred to in the item (see operational definitions of the rating categories).
2. Sum all the "yes" scores to arrive at a total score for each applicant.
3. Pool the scores of the three raters to arrive at a pooled score for each applicant.
4. When all the applicants have been rated, determine the mean score for the entire group of applicants and assign those with scores at the mean or above to the low risk group—those with scores below the mean to the high risk group.

Summary Score Sheet for Counselor Intern Applicants

	APPLICANT'S NAME	GROUP NO.	NO. IN GROUP	POOLED SCORE	RISK CATEGORY
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					

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Operational Definitions of Rating Categories– Counselor Intern Selection Process

1. *Minimally Participated in Discussion*–Commented on someone else's ideas or ventured to express own opinions on topic under discussion. Played a passive or limited role in the discussion.
2. *Actively Participated in Discussion*–Was a frequent contributor to the discussion, showed involvement in the discussion and indicated eagerness to participate.
3. *Showed Initiative in Directing Group to Task*–Exhibited leadership by attempting to provide or point out direction to group's discussion and task solving; indicated to group that it was straying from the task at hand; attempted to provide format or structure to discussion.
4. *Showed Willingness to Consider and Accept Others' Ideas*–Indicated ability to listen to others, accept others' ideas, and incorporate them into one's own thinking.

5. *Sought Out Others' Ideas*–Elicited others' opinions or ideas; showed concern for full group participation; asked questions of other group members as a means of getting them involved in discussion; provided an atmosphere conducive to full participation.
6. *Showed Confidence in Own Ideas*–Method of presenting an opinion was straightforward, firm and definite; showed willingness to defend and elaborate on statements made; participated in a secure and open way.
7. *Showed Understanding of the Problems of Youth*–Showed knowledge of the life-styles of disadvantaged youth and difficulties growing out of these life-styles; showed sensitivity to the kinds of problems they might present and in ways of handling them.
8. *Made Relevant Comments Considered by the Group*–Individual's comments were pertinent to the discussion; they were commented on by other group members, and provided further focus or insight to the topic under discussion.
9. *Focused on Clarifying Issue-Solving Task*–Indicated awareness of issue under discussion; redefined and addressed oneself to issue; called group's attention to the issue; showed concern for achieving a consensus or decision on solutions to the group problems.
10. *Showed Understanding of Group Process*–Indicated awareness for using groups as a tool for handling group related or rooted problems, or individual problems that may be shared by other group members.

RATING SHEET FOR COUNSELOR INTERN GROUP SELECTION PROCESS

GROUP NUMBER:__________ RATER:__________ DATE: __________ Revised June 23, 1965

CATEGORIES	APPLICANTS									
	1	2	3	4	5	6	7	8	9	10
1. Minimally Participated in Discussion.										
2. Actively Participated in Discussion.										
3. Showed Initiative in Directing Group to Task.										
4. Showed Willingness to Consider and Accept Others' Ideas.										
5. Sought Out Others' Ideas.										
6. Showed Confidence in Own Ideas.										
7. Showed Understanding of the Problems of Youth.										
8. Made Relevant Comments Considered by the Group.										
9. Focused on Clarifying Issue – Solving Task.										
10. Showed Understanding of Group Process.										

SCORE ____________________

COMMENTS:

Institute for Youth Studies
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Group Selection Process

The Institute for Youth Studies will be conducting a program in which we will be training youth between the ages of 17-21 for jobs as aides to professionals in a number of different kinds of agencies. Most of these youth will be high school dropouts; some will have police records, and some will have had no successful employment experience. As part of their training program, these youth will meet together in groups to discuss the program and to work out any kinds of problems that might develop in the program. You, as counselor interns, will serve as the leaders for these groups, and as group leaders you are likely to confront some of the situations given below. During the next hour we'd like you to discuss among yourselves the best ways for handling these situations and decide on a way you'd propose us to handle them.

1. Three group members have consistently been carrying on disruptive side conversations during group meetings, and since these are among the stronger members in the group, the group has been reluctant to challenge their behavior.
2. One of the members in your group has been irregular in his attendance and punctuality at work, and his supervisor has asked you to handle this problem.
3. The group members are resentful at having to attend daily group meetings and consequently are quite apathetic about participating in the meetings.

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Bi-Weekly Supervisor's Evaluation Form
Form A – Group Work Placement

(Trainee)

(Supervisor)

(Trainee's Field Placement)

(Date)

INSTRUCTIONS: Please circle the number which most closely corresponds to your evaluation of the trainee. Feel free to elaborate or qualify your answer.

Knowledge and Understanding

1. How well does the trainee understand the needs and interests of the youth he is working with?
   1. Has no understanding at all.
   2. Shows little understanding.
   3. Shows some understanding.
   4. Shows quite a lot of understanding.

2. How knowledgeable is the trainee about the range of resources and agencies in the community?
   1. Knows very little.
   2. Has some knowledge of a few agencies.
   3. Is informed about a number of agencies.
   4. Is very knowledgeable about the wide range of community resources.

3. How well does the trainee understand the purpose and program of the agency in which he is working?
   1. Has only a vague idea of agency's purpose.
   2. Shows some understanding of agency program.
   3. Is knowledgeable about the agency program.
   4. Has a good grasp of agency program and purpose.

4. How well does the trainee understand the operational procedures of the agency?
   1. Hardly at all.
   2. Shows little understanding of procedures.
   3. Seems to understand them.
   4. Has a good grasp of them.

5. How well does the trainee understand the nature of group functioning and interaction?
   1. Shows little understanding.
   2. Has some understanding.
   3. Has a pretty good understanding.
   4. Has a very good grasp of group process.

6. How well does the trainee understand his role in the group?
   1. Hardly at all.
   2. Has a little understanding of his role.
   3. Seems to understand his role.
   4. Has a good feel for his role.

Job Performance

Please indicate by circling the appropriate number if the trainee's performance in the following areas is:

1. POOR (Performance unsatisfactory)
2. FAIR (Performance is just adequate)
3. GOOD (Performance is satisfactory or better)
4. EXCELLENT (Performance is above average–outstanding)

1. Ability to establish rapport with youth	1	2	3	4
2. Ability to work with youth in a group	1	2	3	4
3. Ability to guide the group's functioning	1	2	3	4
4. Ability to utilize program skills and agency resources	1	2	3	4
5. Ability to plan and implement a program of activities	1	2	3	4
6. Ability to communicate with his peers and supervisors	1	2	3	4
7. Ability to adapt to different situations	1	2	3	4
8. Ability to organize his work and make productive use of his time	1	2	3	4
9. Ability to analyze events and behavior as a guide for future action	1	2	3	4
10. Willingness to utilize supervision	1	2	3	4
11. Willingness to learn from mistakes	1	2	3	4
12. Willingness to listen and learn from others	1	2	3	4
13. Willingness to assume responsibility	1	2	3	4
14. Willingness to abide by agency rules and procedures	1	2	3	4

General Evaluation

For what kind of things does the counselor intern show particular strengths?

What appear to be the intern's weakest points?

Have you noticed any growth, improvement or change in the intern's attitudes or performance over the last two weeks? If yes, please describe:

What kinds of things does the intern need to learn to perform with more effectiveness on the job?

What appears to be the nature of the intern's commitment to his work? How serious and interested is he in his work?

Other comments:

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Group Process Analysis

____
(name) ____________________
(date)

INSTRUCTIONS:

Attached is a record of the first meeting of a boys' group. Read the selection carefully and then answer the following questions related to the selection.

1. How would you describe the role played by the leader in the group?
2. What do you think the leader saw as his role?
3. What kind of atmosphere was the leader trying to set for the group?
4. Which of the things that the leader did were most important in setting an atmosphere for the group?
5. What seemed to be the members' expectations of the leader?

Boys' Group Meeting I

Present: C, RH, RS, S, T.

I met C in the waiting room ten minutes early. I said I was going through to the Club room. "Would he like to come?" C said nothing but came clutching a comic. He sat down immediately at the table without looking around, lifted up his comic so that it hid his face and read with intense immobility.

C is large and overweight. His face is smooth, pale and expressionless.

I moved around the room, opening the closet and bringing some materials such as lanyard makings, paper and paints to the table.

After 5 minutes, C said, "Excuse me," and went to fetch two more comics.

RH arrived, a round-faced, stalwart boy with wide-open eyes and an engaging smile. He did not take off his fur-collared jacket. I introduced the boys, and said "The materials in the closet are for the club to use." RH looked round, sat down opposite C and took up a comic.

RS came in. He is a neat slim boy with big blue eyes. He shook hands, sat down quickly and picked up the third comic. All three boys read with concentration.

RH became restless, moving round in his seat and looking round the room. I had started making a lanyard. I got up now and moved over to the shelves. RH went to look in the closet. He then came over to me at the shelves, spotted the box of soldiers, and asked if he could play with them. I replied, "The materials are here for the club to use."

RH took down the soldiers and blocks and began to build a fort.

S entered. A small, slightly built boy, he has thin features, quick gestures, a pale face with dark shadows under his eyes. He did not shake hands but sat down at the table and picked up the comic RH had abandoned.

T came in. He is tall and thin, with aquiline features, seems lithe and well coordinated. He sat down for a moment, then said, "Can I look around?" I said, "Yes, if you want to." He went to the closet immediately, picked up a suction cup gun, fitted a dart and shot it into the floor. C joined him and also took a gun. He had difficulty fitting it in. T said, "I'll show you." C managed without help.

T asked C what grade he was in. C replied, "4th." T said, "6th." C said awkwardly, "I should be in the 5th."

T found a tin target and set it up. The two boys shot at it. The darts thudded on the tin. T looked at me. I paid no attention. T relaxed. Later a dart hit the window with a smack and he again looked fearfully at me.

T hit the target more than C. C frowned, thrust the darts impatiently into the gun, gradually improved his aim so that the boys were equal. They did not set up a real game. S joined them and the three boys shot at the target round the door pretending they were cowboys in a western.

I brought some pipe cleaners and instructions to the table. RS picked these up and made a flower. RH took his jacket off. RS immediately got up and went to look in the closet. He brought out an erector set and tried to make something, was not successful and gave up.

The other boys now asked RS and RH to join them. RS did but RH went on making his fort.

T asked what grades S and RS were in, S said, "4th", and RS, "3rd." C said, "Baby." RS did not reply.

The shooting game continued. Every time the boys lost a dart T asked me if I could see it. Each time I got up to look.

S tired first and sat down with the comics. Then all the boys came back to the table. S, C and T read and RS went back to the erector set.

RH now put his blocks away and asked, "Who'll play darts?" S and RS joined him. The boys shot at each other, hiding behind the door, sprawling on the floor and shooting around the table. RH initiated this. Soon C and T also joined in.

The boys now used the corridor as an extension of the room and also the waiting room until I shut the door. T and C also explored the other play room.

At 2:30 I put cokes, cookies and mugs on the table and said, "Refreshments are ready." They all came at once. C sat on one side of me, pocketing two guns; RS on the other, with RH opposite and S between C and T.

I passed the opener and they all opened their own bottles. C had some difficulty. The boys had no hesitation in helping themselves to the cookies after I passed the plate the first time. They took one cookie at a time.

RH and RS ate steadily. T ate the least. S took the last one and said, looking at me, "They're all gone." I said nothing.

I asked where the boys lived. C said, "A county." S said, "On the borderline." C said boastfully, "I am just on the A line and can move from one county to the other." I said, "You have quite a long way to come." C said, "I am picked up by the school bus." T, RH and S were, too. RS said, "I only live a block from school." C said, "I have to go 5 miles." RH said laconically, "Two miles." T exclaimed, "Golly, five miles is a long way."

T was wearing a cub scout blouse. S asked him if he belonged. T said he had left. RH belonged. S said he had belonged. He was a "wolf." T said, "Bear." S turned to me and said that he and a friend had worked very hard on a scout project. They were the only ones to finish in the time limit set. Then the Den Mother had said it wasn't necessary to finish within the time and had taken off half their things and made them put on what she had wanted. I commented, "You must have been pretty mad." S replied, "I quit after that. I just didn't go back."

T said, "Who's for a game?" C got up and joined him. RS got out the erector set. RH went to draw on the board. S joined him. They divided the board with a line. RH drew a man walking up a hill; S, a landscape with trees.

T found a ball. "Who'll play catch?" RS and C agreed. T asked, "Can we go outside?" I replied, "If the club wants to, we can go." They said, "We do." RH followed them but S went on drawing. He had been erasing with a paper napkin, now asked me for a sponge. I went to look, said we did not have one.

I said, "The others have gone out. Do you want to come?" S did not reply. I went out. The boys were swinging from bars. Then RS found a small log house. All the boys explored this. C, who now had four guns, pretended to shoot the others. RS came across to me, holding himself very straight. "I'm going to take a walk." I replied, "It is almost three o'clock. The club ends at three." RS nodded, "All right." He went over to join T and RH who were climbing a tree.

At three o'clock, I said, "It is three o'clock," and started to walk toward the house. C ran after me, "Would you take these in please?" He handed me the guns. T and RH came in with me and RS threw the ball for T to take in for him.

S had left the club room. RH picked up his coat and said, "Good-bye." T said, "Thank you very much for the soda and cookies."

Institute for Youth Studies
Howard University

PRE/POST TEST

Counseling Intern Program
Information Test

PART I: Human Development

Name ________________________________ Date ______

1. The adolescent goes through a number of changes as he moves from childhood to adulthood. These changes occur both in his body (physiological) functioning and in his social and emotional behavior. List below as many of these changes as you know under the appropriate heading.
   a. Physiological (male and female):

   b. Social and emotional (male and female):

2. Ed Smith, a 12-year-old Negro boy, is having trouble in school. He talks back to his teachers, appears to be asleep most of the time in class, and has been labelled as a "troublemaker." Most people who meet him think he is fairly bright; however, his grades are poor and there is a good chance he will fail this year. It has been reported to the principal that he often gets into fights in the school yard and tells everyone that "no one can push me around."
   a. What do you think makes Ed Smith act this way?

   b. What other things would you like to know about Ed before making up your mind about him?

   c. What do you think needs to be done in Ed's case?

PART II: Perspectives on Poverty

1. Birth control has been suggested as a vital service in the War on Poverty. Critics of the anti-poverty effort have stated that the poor people are too lazy to use birth control.

   Is this statement true? Support your answer in terms of people you know, personal experience, or materials you have read.

2. Describe the Urban Renewal process in terms of its goals, its problems, and its techniques.

3. Much emphasis has been given to the fact that we need to rehabilitate the poor in terms of their "weaknesses." List as many of these weaknesses as you can. List as many "strengths" of the poor as you can also.
   a. Weaknesses:

   b. Strengths:

PART III: Local Agencies

Name ________________________________ Date ______

1. What are the eligibility requirements for admission of children to the Pre-School Centers in the Cardozo Area? Be specific.

2. A tenant has complained to his landlord about rats in his apartment and has only been given promises of action. Give the names of the agencies in the District of Columbia through which the tenant could channel his complaint. What help could these agencies provide?

3. What is the Urban League? What are its functions?

4. The father of a family of 11 children is an unemployed alcoholic. The mother, also unemployed, stays home to look after the children. Which agencies provide help for the children? In your answer, please refer to the specific kinds of services the agency would provide.

5. What services are available in the District of Columbia for high school drop-outs in *Employment* and *Education?*

6. Someone is traveling from Mississippi to New York and is stranded in Washington, D.C. Which agency handles such an emergency and what is the extent of such help?

7. Excluding the D.C. Recreation Department, playgrounds, church groups, YMCA and YWCA work, what facility for recreation and group organization is provided in various locations in the city? How is this work supported? What does it offer?

8. What is the Junior Citizens Corps? In your answer include a statement of its purpose, staffing and the age range served.

9. A teenager is arrested for housebreaking in the District. Which agencies would handle the following aspects of the case? Discuss the kind of help given by these agencies.
   a. Arrest and custody:

   b. Hearing and disposition:

   c. Follow-up:

PART IV: Individual Counseling

1. When an aide brings a problem to a counselor, he wants the counselor to provide him with a variety of supports. Rank the following items of support in order of their importance to the average teenager. Rank the most important support *1* and the least important *5*.

______ Someone to listen to his problems.
______ Someone to give him sound advice.
______ Someone to give him a variety of alternatives from which to choose.
______ Someone to give him a ready-made solution.
______ Someone to tell him that his problem is not so serious.

2. When a counselor works with an aide on the aide's problem, his primary goal is to: (SELECT THE MOST APPROPRIATE GOAL)
   1. Help the aide to realize that the problem is not too serious.
   2. Help the aide to look to professionals for solution to his problem.
   3. Help the aide to seek the help of his teenage friends.
   4. Help the aide seek the advice of his parents or other adults in his community.
   5. Help the aide sort out his problems and solve them without asking anyone for help.

3. If you were working with an aide whose problems required a service you couldn't provide, the logical course of action would be to refer him elsewhere. List the steps that are important to an effective referral.

Peer Rating Scale

Name______________________________Date______

INSTRUCTIONS: *This is a Rating Scale.* You are to take each member of your group and place them in order (one under the other) in terms of the quality you are asked about in each of the 10 questions. The person you place first will be the one you see as being the best, the person you list second will be the one you see as second best, etc., until all the group members are ranked in order. You are to include both yourself and the leaders in the ranking of the group. The following is an example:

EXAMPLE: Who eats the most in your group?

Your Answer: 1. John Jones
2. Henry Smith
3. Frank White
4. Gary White
5. Ronald Carter
6. Charles High
7. Frank Carr
8. Paul Lee

- -

1. Who helps make the best decision in your group?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.
2. Who seems to really understand and like youth?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.
3. Who best understands the group members' behavior?
   1.
   2.
   3.

4.
5.
6.
7.
8.

4. With whom would you talk over your personal problems, i.e., family problems, sex problems, etc.?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.
5. With whom would you like to pal around outside of the group?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.
6. Who do you think would make a good youth leader?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.
7. Who seems to have a lot of experience in working with people younger than yourself?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.
8. Who gives the group the best material on how to handle groups?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.
9. Who gets along best with all the other group members?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.
10. Who would you like to see lead this group?
   1.
   2.
   3.
   4.
   5.
   6.
   7.
   8.

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